

RUNNING RECORD

BILINGUAL DISTRICTS ADVISORY BOARD

VOLUME 12

CHAIRMAN

BILINGUAL DISTRICTS ADVISORY BOARD

- Volume 12 -

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BILINGUAL DISTRICTS ADVISORY BOARD (1972)

PROPOSED AGENDA

Twelfth General Meeting, September 14, 15, 1973

110 Argyle Avenue, Ottawa

9.00 a.m. Friday, September 14, 1973

- I - Adoption of agenda
- II - Minutes of Eleventh General Meeting, July 20, 21, 1973
- III - Business arising from the minutes;
 - 1. Correspondence

(Item III to be continued after item IV)

10.00 a.m.

- IV - Consultation with Mr. B. Smith of Department of Justice on various aspects of the Act relating to interpretation and possible recommendations.

11:30 a.m.

- III - (Continued)
 - 2. Report by Father Regimbal on the visits and consultations in Sudbury, Sault Ste-Marie, Thunder Bay, Geraldton (Longlac) and Kapuskasing (Hearst)
 - 3. Report by Dr. Mackey on the visit and consultations in Rouyn-Noranda
 - 4. Report by Mrs. Raymond on the visits and consultations in Châteauguay and Huntingdon counties
 - 5. Report by Mrs. Raymond on the visits and consultations in Deux-Montagnes and Argenteuil counties

2:00 p.m.

- III - (Continued)
 - 3. Report by Dr. Mackey on the visit and consultations in Rouyn-Noranda
 - 4. Report by Mrs. Raymond on the visits and consultations in Châteauguay and Huntingdon counties
 - 5. Report by Mrs. Raymond on the visits and consultations in Deux-Montagnes and Argenteuil counties

6. Report by Mrs. Raymond on the visits and consultations in Brôme and Missisquoi counties
7. Report by Dr. Mackey on visit and consultations in Pontiac county

V - Possible future visits/meetings

1. Report by Mr. Morrison on proposed meeting with Nova Scotia government
2. Report by Chairman on arrangements for meeting with Ontario government
3. Visits to Saskatchewan
4. Meetings with MsP.

VI - Paper on approach to Quebec situation by Mrs. Raymond and Dr. Mackey

VII - Data on federal services provided from within bilingual districts recommended by the first Board and those provided from the outside

8:00 p.m.

Dinner at KI-AN restaurant, 651 St-Joseph Blvd., Hull, to mark the 25th anniversary of priesthood of Father Regimbal

9:00 a.m. Saturday, September 15, 1973

VIII - Review of provisional decisions re districts in:

Alberta
Saskatchewan
Manitoba
Ontario
New Brunswick
Nova Scotia
Prince Edward Island
Newfoundland

IX - Review of the first draft of the Board's report

X - Proposal re design of cover for final report

XI - Arrangements for thirteenth General Meeting

XII - Other business

Adjournment at 1:00 p.m.

Montreal,
August 23, 1973

Roland Morency, Ass. Sec. Gen.
Paul Fox, Chairman

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES (1972)

ORDRE DU JOUR PROVISOIRE

Douzième séance plénière, les 14 et 15 septembre 1973

110, avenue Argyle, Ottawa

9h vendredi, le 14 septembre 1973

- I - Adoption de l'ordre du jour
- II - Procès-verbal de la onzième séance, les 20 et 21 juillet 1973
- III - Affaires découlant du procès-verbal
 - 1. Correspondance
(suite de cette rubrique après l'article IV)

10h

- IV - Dialogue entre le Conseil et M. B. Smith du Ministère de la Justice sur certains aspects de la Loi en ce qui concerne l'interprétation, les définitions et les recommandations admissibles

11h30

- III - (suite)
 - 2. Rapport du Père Regimbal sur les visites et consultations à Sudbury, Sault Ste-Marie, Thunder Bay, Geraldton (Longlac) et Kapuskasing (Hearst)

14h

- III - (suite)
 - 3. Rapport de M. Mackey sur la visite et les consultations à Rouyn-Noranda
 - 4. Rapport de Mme Raymond sur les visites et consultations dans les comtés de Châteauguay et Huntingdon

5. Rapport de Mme Raymond sur les visites et consultations dans les comtés de Deux-Montagnes et Argenteuil
6. Rapport de Mme Raymond sur les visites et consultations dans les comtés de Brôme et Missisquoi
7. Rapport de M. Mackey sur les visites et consultations dans le comté de Pontiac

V - Plans de visites et rencontres

1. Rapport de M. Morrison sur les consultations avec le gouvernement de Nouvelle-Ecosse
2. Rapport du Président sur les démarches faites en vue d'une rencontre avec le gouvernement provincial de l'Ontario
3. Visites et consultations en Saskatchewan
4. Rencontres avec les membres du parlement

VI - Proposition de Mme Raymond et de M. Mackey sur l'abord de la situation québécoise

VII - Données sur la présence des bureaux fédéraux au sein des districts proposés par le premier Conseil et sur ceux qui les desservent de l'extérieur

20h

Dîner au restaurant KI-AN, 651, boul. St-Joseph, Hull,
à l'occasion du 25e anniversaire de prêtrise du
Père Regimbal

9h samedi, le 15 septembre 1973

VIII - Revue des décisions provisoires touchant les districts à recommander:

Alberta
Saskatchewan
Manitoba
Ontario
Nouveau-Brunswick
Nouvelle-Ecosse
Île-du-Prince-Édouard
Terre-Neuve

IX - Revue de la première ébauche du rapport final

X - Présentation de dessins de couverture pour le livre du rapport final

XI - Dispositions prises en prévision de la treizième séance plénière

XII - Autres affaires

Ajournement 13h

Montréal
le 23 août 1973

R. Morency, sec. gén. associé
Paul Fox, président

SECOND BILINGUAL DISTRICTS ADVISORY BOARD (1972)

Minutes of the Eleventh General Meeting

July 20, 21, 1973

O T T A W A

The eleventh meeting of the second Bilingual Districts Advisory Board was convened by the Chairman at 9.15 a.m., Friday, July 20, 1973 in the conference room at 110 Argyle Avenue, Ottawa, Ontario.

Present: Paul Fox, Toronto, Ont., Chairman
Jane Carrothers, Calgary, Alta
Eleanor Duckworth, Halifax, N.S.
W. Harry Hickman, Victoria, B.C.
Léopold Lamontagne, Ottawa, Ont.
William Mackey, Quebec, P.Q.
Yvonne Raymond, Montreal, P.Q.
Albert Regimbal, Sudbury, Ont.
Adélard Savoie, Moncton, N.B.

- Neil Morrison, Ottawa, Secretary General
- Roland Morency, Ottawa, Associate Secretary General

In attendance:

- Donald Cartwright, Research Consultant, Ottawa, Ont.
- Clairette Pilon, Administrative Officer, Ottawa, Ont.

Absent: Alfred Monnin, Winnipeg, Man.
Le Juge Monnin a téléphoné pour s'excuser. A cause de ses devoirs judiciaires, il lui est impossible de se rendre pour la réunion.

I - Adoption de l'ordre du jour

M. Savoie propose, appuyé par M. Mackey que l'ordre du jour soit adopté tel quel. Adopté

II - Procès verbal de la dixième séance, les 22 et 23 juin 1973.

Amendement, déposé par Mme Raymond, page 5, ligne 17, que les mots: "services in English, in Montreal", soient changés, lire: "services in both languages, from Ottawa," moved by Mr. Mackey, seconded by Mr. Hickman that the minutes of the tenth meeting be accepted as amended. Carried.

III - Affaires découlant du procès verbal.

1. La version finale du procès verbal de la neuvième séance.

La version finale du procès verbal de la neuvième séance, des 25 et 26 mai 1973, fût déposée incorporant les modifications approuvées par les membres à la dixième séance. Il fut décidé à la dernière réunion que le procès verbal serait accepté comme amendé.

2. Correspondance

The reply of July 13th from Mrs. Eligh, secretary to the Right Honorable J. G. Diefenbaker to the letter from the Chairman, was discussed. It was decided that if suitable arrangements can be made at a mutually convenient time in the fall, members of the Board would be pleased to meet with Mr. Diefenbaker in Ottawa. A letter to that effect was to be sent to his office over the Chairman's signature.

3. Report on financial situation.

Discussion on this item was postponed until later in the meeting.

4. Reports on visits to Westlock and Edmonton, Alberta, June 28 and 29, 1973.

The Chairman asked Mrs. Carrothers to comment on the visit made by a group of Board members to Alberta during the last week of June. Others supplemented her remarks. (for details see annexed written reports of observations made by Mrs. Carrothers and Messrs Fox and Lamontagne.) In the town of Westlock (about 55 miles north of Edmonton) members met with fifteen community

leaders. On the return to Edmonton the group drove through, or stopped very briefly in the villages of Clyde, Vimy, Picardville, Legal and St. Albert. Meetings had already been held in St. Albert, Morinville and Legal during a visit earlier in the year. The question about Westlock was whether or not it should be included in any proposed bilingual district for the area north of Edmonton. After discussion, it was agreed to await Mr. Cartwright's exposé of further census statistical data before making a decision.

In Edmonton separate meetings were held with small groups of Franco-Albertan community leaders from the towns of Bonnyville and St. Paul who had travelled to Edmonton. For this purpose, Board members also met with the Honorable Horst Schmid, Minister for Culture, Youth and Recreation, in his office in the Legislative Building. Mr. Schmid had promised to refer the matter of bilingual districts in Alberta to his cabinet colleagues for an expression of opinion which would be communicated to the Board in writing by August 31. Following his return to Toronto, the Chairman had written Mr. Schmid confirming the substance of the discussion. Copies of the Chairman's letter were sent to all members of the Board.

5. Report on consultation with the Government of Newfoundland, July 4, 1973

The Chairman asked Miss Duckworth to report to the Board about the meeting with Premier Frank Moores in his office in St. John's on Wednesday afternoon, July 4, 1973. The Honorable Joseph Rousseau, Minister of Public Works and Services and of Manpower, and member of the Assembly for Labrador West was also present. For a more detailed account see written reports by the Chairman and Dr. Lamontagne. In the light of Premier Moores' enthusiasm for bilingual districts, and bilingualism generally, in Newfoundland and elsewhere, the Chairman had raised, in his report, the following query for consideration by the Board: Should the Board pursue with Premier Moores the possibility of negotiating an agreement between the Newfoundland and Federal Governments on bilingual districts and services? There was some discussion about the feasibility of such a proposal which, it was felt, the Chairman might raise in his letter to the Newfoundland Government responding to the ideas expressed by the Premier in the meeting.

Premier Moores had also made other suggestions to advance the cause of bilingualism and to secure provincial co-operation, including a proposal for a federal-provincial conference to be convened by the Board. These suggestions were considered specifically under item IV which the Chairman had included in the agenda for this meeting.

6. Report on visits to the Gaspé and the North Shore regions of Quebec, July 9, 10, 1973.

Mr. Mackey read his written report on "The Gaspesian Anglophones", summarizing his impressions of the two meetings a group of Board members held with community leaders on Monday, July 9th, at Shigawake in Bonaventure County and at the City of Gaspé in the census division of Gaspé-Est. Other members who had taken part in the trip added their comments including Mr. Lamontagne who had also prepared a written report. For detailed observations see the reports of Messrs Fox, Lamontagne and Mackey. The question of whether it would be preferable to establish two districts of Bonaventure and Gaspé separately or to combine them was discussed. Also the question of including the Magdalen Islands which the people of Gaspé wanted.

Moved by Mr. Mackey, seconded by Mr. Lamontagne that the Board decide tentatively to recommend that the two counties of Gaspé-Est and Bonaventure form one bilingual district. Carried.

Mr. Mackey also read his brief written report about "the English Population of the North Shore of the St. Lawrence" which, in his view is the most isolated in Quebec. The group had visited Harrington Harbour and Blanc Sablon on July 10th. For more detailed observations see the written reports of Messrs Fox, Lamontagne, Mackey and Mme Raymond. Other travelling members also commented and replied to questions. Like the English Gaspesians, the English of the North Shore regard themselves as Quebecers and want to be part of Quebec, including having their children learn French, but they feel isolated and neglected by both Quebec and Ottawa. There seem to be good working relations between the Anglophone and Francophone populations who share a lot in common including the need to co-operate.

Moved by Mr. Mackey, seconded

by Mr. Savoie, that the Board tentatively decide to recommend that the Lower North Shore area from Kegashka to Blanc Sablon, comprising census enumeration areas 003-009 inclusive (subject to checking on boundary definitions in Bill 41) be constituted a bilingual district. Carried.

7. Report on the meetings of July 19th in Ottawa with some members of Parliament from Manitoba, Ontario and Newfoundland.

The Secretary explained the steps he had taken in attempting to arrange meetings with members of Parliament for the day previous to the scheduled Board meeting i.e. Thursday, July 19th. He had first got in touch with members from Saskatchewan, or their secretaries, who had not been able to meet with the Board prior to the June meeting. These included: Frank Hamilton and the Honorable Alvin Hamilton, P.C.'s, William Knight, H. P. Gleave and Elias Nesdoly of the N.D.P. Due to absence from Ottawa or other commitments none was able to accept although all appeared to be interested. The Honorable Otto Lang is to be seen in the fall. Moving on to Manitoba he first tried to reach Honorable James Richardson, and Joseph Guay, the two Liberal members. Mr. Richardson was too busy in July but one of his assistants said he would certainly be interested and arrangements should be made later for a meeting in the fall. Mr. Guay expressed great concern and agreed to a meeting at 3 p.m. on Thursday but had to cancel this on short notice. Mr. Morrison arranged another date for 1 p.m. on Friday the 20th but in discussing the agenda in the morning the Board had decided it was too busy to break off for a meeting at lunch and asked the Secretary to cancel the meeting with Mr. Guay for the time being.

The Chairman reported orally to the Board on the meetings which had been held with various M.P.s in the Confederation Building the previous day. His résumé of the discussions was supplemented by the comments of other members who had been present. (For details see Chairman's written report).

The meeting with six Progressive-Conservative M.P.s from Manitoba was held from 10.30 a.m. until 12.15 p.m. in the office of Mr. Peter Masniuk, M.P. for Portage, Room 614 of the Confederation Building. The other M.P.s present were: Craig Stewart, Marquette; Dr. Gordon Ritchie, Dauphin; Honorable Walter Dinsdale, Brandon; Jake Epp, Provencher and Dan McKenzie, Winnipeg South-Centre. Board members taking part were:

Mesdames Carrothers and Raymond and Messrs Fox, Lamontagne, Mackey and Regimbal, plus Morrison and Cartwright. Although there were strong differences of opinion and some lively opposition to the general language policy of the government and to the concept of bilingual districts, there was a considerable degree of sympathy and support expressed by Mr. Craig Stewart and Dr. Gordon Ritchie for any steps which would help the French-speaking communities in their constituencies, i.e. St. Lazare and Ste Rose, to maintain their language and preserve their identity. However Dr. Ritchie suggested that a district should only include the rural municipality of Ste Rose and the village of Ste Rose and not include the municipality of Lawrence which has a population largely composed of Ukrainians and others with very few French.

Following this meeting Father Regimbal and some other members had lunch with Mr. James Jerome and Mr. Ralph Stewart, Liberal members for Sudbury and Cochrane respectively. In discussing a trip to Northern Ontario Messrs Jerome and Stewart strongly recommended that the Board include visits to Sault Ste Marie and Thunder Bay.

In the afternoon the group met with Mr. Jack Marshall, Conservative member for Humber-St. George's-Sainte-Barbe in his office. Mr. William Rompkey (Liberal) member for Grand Falls-White Bay-Labrador had promised the Secretary he would attend but at the last minute had been called to another meeting. Mr. Marshall was strongly sympathetic to the Francophone minority on the Port-au-Port peninsula in his constituency and supported the idea of a bilingual district there.

The Board discussed the question of the proposed bilingual district of Ste Rose and decided that the boundaries should be reconsidered in the light of the suggestions made by the local member, Dr. Gordon Ritchie, during the meeting the day before. However, it was felt that no decision should be taken before consulting Judge Monnin and getting his reaction regarding the Ste Rose boundaries in order to clarify the resolution adopted at the April meeting (see p. 22 of minutes). During the discussion about Ste Rose questions were raised about the feasibility and viability of such small rural communities as possible districts and the implications for other parts of the country, including Quebec. It was felt that the Board should consider that it cannot apply the same criteria everywhere when recommending districts across Canada.

12.15 p.m.

The meeting recessed for lunch.

2.30 p.m.

The meeting reconvened.

8. Considération du concept hiérarchique des districts avancée par D. Cartwright.

The Board resumed consideration of the three-level concept of bilingual districts, territories and communities proposed by Mr. Cartwright which it had discussed at the previous meeting. Using a graphic approach to illustrate the potential linkages between the different kinds of centres and areas, Mr. Cartwright explained the principles on which he had based the approach outlined in his original memorandum and the advantages he felt it would offer for the solution of problems confronting the Board in attempting to deal with widely differing situations and conditions. Members discussed how this more flexible approach might affect some of the districts already provisionally agreed upon.

The question of whether the Board was free to make recommendations concerning bilingual communities and territories, as well as districts, under its terms of reference was discussed. Selon M. Savoie, le Conseil opère sous une loi et ne peut recommander autre chose qu'un district bilingue; c'est la loi. Il est toujours possible de recommander au gouvernement d'amender cette loi, mais il n'y a que le gouvernement qui peut le faire. Le Conseil doit faire ses recommandations et s'il y a des amendements à faire, ce sera le problème du gouvernement. Legally the Board may only recommend bilingual districts. In his view, it would not be possible to make supplementary recommendations about communities, except within 9 (2), over and above the basic recommendations about bilingual districts. Comme objectif secondaire le Conseil peut faire des recommandations et des constatations qui viseront à aider et améliorer une meilleure application de la loi. Others were not certain that the law prevented recommendations of other kinds and felt that the question should be put to Mr. Smith of the Department of Justice for his views at the meeting in September. Father Regimbal

urged that no attempt should be made to come to hard and fast conclusions since members were still exploring and trying to understand a new concept.

9. Considération des définitions proposées par les Commissaires touchant:
a) "les bureaux principaux" et
b) "la demande importante"

Après discussion, il est décidé de recommander que la page 4 du document Morency, soit refondue en explicitant les points soulevés.

It was also agreed that, for the next meeting, if possible, and if not, for the October meeting, statistics (numbers and percentages) concerning the language most often spoken at home and concerning official languages - unilingual French and unilingual English, should be provided for all bilingual districts so far tentatively approved for recommendation. Further, Miss Duckworth would be interested in knowing what percentage of the Francophone minorities outside Quebec in each province, would be included within proposed districts and what percentage left out.

It was also requested that, if possible, more precise information concerning regulations governing bilingual districts in Finland should be obtained.

It was proposed that the Board should recommend the application of section 9 (2) in areas where appropriate and especially in large centres of population which had a substantial or significant minority language population in terms of numbers but without the required 10%.

10. Considération d'une appellation plus appropriée que "district bilingue".

Because of the stigma, or negative connotation which seems to have developed about the term "bilingual district" the suggestion had been made that some other, more acceptable, designation should be found. It was proposed to eliminate the words "bilingual" and "district". Some suggested alternatives advanced were: "Official language services", "Bilingual Federal Services", "Official language District", "Bilingual Services Districts".

There was no commonly agreed-on substitute so the Chairman suggested that the members think about it and report at a later meeting. There was also the legal aspect to be considered since the term "Bilingual District" is the one employed in the Official Languages Act.

IV - Considération de la proposition de l'honorable Frank Moores en vue d'une conférence des gouvernements fédéral et provinciaux sur la question des districts bilingues et leur mise en application.

At the meeting in St. John's, Premier Moores had proposed that the Board should convene a conference of provincial premiers (or their representatives) to discuss a number of issues relevant to bilingualism including specifically districts. As outlined in Mr. Fox's report, the Premier advanced a number of points in this connection, including an offer to raise the subject himself at the Provincial Premiers' Annual Conference in Charlottetown, August 8-12 and to speak privately in advance to Premiers Regan, Bourassa, and Lougheed. The Chairman put his second query: "What do Board members wish to do re. Premier Moores' idea?

After discussion, it was agreed that the Board was in no position to act on Premier Moores' suggestion. It was highly doubtful if this fell within the mandate of the Board and, in any case if the Board had the competence to undertake such a project entirely aside from any question of its intrinsic merit or acceptability.

It was agreed that the Chairman should write Mr. Moores expressing the Board's appreciation, regrets and reasons for not being able to accept his suggestion. Also to raise the possibility of the creation of bilingual districts for provincial services in Newfoundland.

6.30 p.m.

The meeting recessed.

Saturday, July 21, 1973

9.10 a.m. - Meeting reconvened.

Not in attendance:

Mrs. Carrothers was absent from the Saturday morning meeting, having had to leave Ottawa Friday evening to return home because of an accident suffered by one of her children. Mme Pilon was not in attendance due to the funeral of a close relative.

V - Considération des introductions préparées par les Commissaires à l'égard des particularités provinciales.

No further provincial introductions having been received there was no review.

VI - Proposals for design of cover for report.

Mr. Fox reported on his investigations in Toronto and Ottawa on this subject. Bryan Cowie Toronto designer and Art Ottawa (Alistair MacPhee) will both submit designs for consideration by the Board. The total cost will probably be between \$500 and \$1,000.

VII - Meeting with representatives of the Nova Scotia Government in Halifax.

It was agreed that the Secretary should attempt to arrange a meeting with the Honorable Benoit Comeau and Honorable William Gillis during the first eight days of August if possible, preferably August 2nd or 3rd or the afternoon of the 7th or August 8th.

VIII - Mise à jour du plan de travail.

Before discussing a revised travel and work schedule the Secretary referred to the limitations imposed by the staff situation. For one reason or another, including illness and problems of recruiting competent bilingual secretarial staff, there had been a more or

less acute shortage of support staff for weeks. One or two graduate students were needed to code and analyze the data from the survey of government departments. The Secretary had names of possible candidates from Social Science Faculty members at Carleton and Ottawa Universities. Members agreed that they would like to have the results of the survey for the September meeting, or if that was not possible for October. Miss Duckworth also suggested that extra assistance should be provided to Mr. Cartwright for preparation of the census data requested concerning language most often spoken and unilinguals by areas. In addition there was the question of the compilation of a background data book. Mr. Morrison pointed out that Mr. Cartwright would be absent on holiday for three weeks in August and that there were likely to be several trips in August which would require work arranged by himself and Mr. Morency as well as absences from the office in Ottawa.

It was agreed that the necessary staff should be hired to do the work required.

1. Updating plans for visits.

- Visites en souffrance

Québec

Although some official language minority areas of more than 10% in other provinces had not yet been visited by the Board, notably Ontario and Saskatchewan, also Manitoba and New Brunswick, Quebec remained the province with the largest number of outstanding areas containing significant numbers of the minority language which had not been visited. A trip to Northern Ontario had already been decided on for the week of August 13th but not yet planned or arranged. Details for this trip would be discussed later in the meeting.

The Board continued its consideration, from the previous meeting, with the aid of maps, statistics and Mr. Cartwright, of those counties and divisions, sub-divisions and municipalities in Quebec with over 10% minority language population, with a view to determining which areas should be visited and when.

(1) The district of Rawdon in the County of Montcalm, north of Montreal, while the whole county had only 6.2% E.M.T. (1,335 persons) the enclave of Rawdon township or r.m. had 33.1% (430) E.M.T. and the village of Rawdon 23.4% (640) giving a total of 1,070 English population in the area. After discussion, it was decided that a visit to Rawdon was not required. Moved by W. Mackey, seconded by L. Lamontagne that the Rawdon district in Quebec be excluded as a bilingual district. Carried.

(2) Ottawa Valley Counties of Quebec

Visits to the following counties were discussed:

Pontiac, 56.9% (11,145) E.M.T.; Gatineau, 28.3% (15,795) E.M.T.; Papineau, 12.2% (3,880) E.M.T.; Argenteuil, 28.3% (8,870) E.M.T.; Deux-Montagnes, 14.6% (7,640) E.M.T.. It was felt that Pontiac and Gatineau and possibly Papineau could next be visited from Ottawa, while a trip could be made from Montreal to Deux-Montagnes and Argenteuil. In the case of the two latter counties, visits to the city of Deux-Montagnes (53%) (4,575) E.M.T. pop.) city of Lachute (19.2%, 2,265), the village of Brownsburg (28.4%, 990) and Ste. Scholastique, site of the new international airport, were suggested. Possibly the predominantly English-speaking areas in Deux-Montagnes might be linked with Argenteuil. Similar consideration might be given to the nearby towns of Lorraine (39.9%, 1,255 E.M.T.) and Rosemere (49.8%, 3,345 E.M.T.) in Terrebonne, although the whole county might be excluded. A one day visit to Pontiac County - which is almost 50-50, including meetings with both French and English at centres such as Shawville, Fort-Coulonge, Campbell's Bay, Mansfield and Pontefract and Dorion was suggested. Another day or possibly a day and half for a trip to key areas of Gatineau and Papineau.

(3) Counties south and east of Montreal

Members considered the following counties: Châteauguay, (33.3%, 17,875 E.M.T.); Chambly, (18.9%, 43,745), Laprairie, (16.6%, 10,245); Huntingdon (39.4%, 6,050); Brome, (50.2%, 7,690); Compton, (19.7%, 4,215), Missisquoi, (19.5%, 6,635). It was felt that a one-day visit from Montreal could be made to the Châteauguay-Huntingdon area and that Chambly, further east and north across the river, could be visited later. Chambly has two or three important Anglo-phone centres: St. Lambert city (46.5%, 8,665), town of Greenfield Park (58.7%, 9,010) and the city of Chambly (23.1%, 2,645); as well as the towns of Brossard (21.1%, 4,940)

Candiac (31.1%, 1,615) in Laprairie. It is a question whether people in Chambly and Laprairie get their federal services from Montreal and therefore might be included in a greater Montreal Metropolitan bilingual district or whether they have federal offices in their own area and might form a separate district. Same consideration applies concerning towns of Châteauguay and Châteauguay Centre, at the other end of the federal constituency of Laprairie which also includes St. Lambert and Greenfield Park, etc.. The Constituency itself with 32.4%, 42,710 E.M.T. pop. might be considered as a possible district.

It was felt that another day might be spent visiting the Brome-Missisquoi area. M.P.'s and mayors could be consulted about people to see.

It was decided to make the following visits:

- (1) Monday, August 20, from Montreal to Châteauguay-Huntingdon area
- (2) Tuesday, August 21, from Montreal to Deux-Montagnes and Argenteuil
- (3) Wednesday, August 22, from Montreal to Brome-Missisquoi

Planning to participate in these visits:

P. Fox,
E. Duckworth,
W. Mackey (except on Wednesday)
L. Lamontagne,
Y. Raymond,
A. Regimbal,
N. Morrison,
R. Morency,

- (4) Thursday, September 13, from Ottawa to Pontiac County.

Probable participants: H. Hickman,
L. Lamontagne,
W. Mackey,
Y. Raymond,
A. Regimbal,
N. Morrison,
R. Morency,
D. Cartwright,

This would be just prior to the next meeting of the Board to be held September 14 and 15 in Ottawa.

Saskatchewan

In the light of the insistence of Mr. Stanley Korchinski, M.P. for Mackenzie and the fact that neither the first Board nor to date, members of the second Board have visited the area, it was decided:

- (1) to visit the Zenon Park-Arbourfield area during September 20, 21 and 22 - Thursday, Friday and Saturday, leaving from Saskatoon by car it would be possible to drive through the proposed Prud'homme-Vonda district near Saskatoon for the benefit of those who haven't yet seen it and to visit Prince Albert and some adjacent towns on the way to Zenon Park. Prince Albert has not yet been visited this time.

Participants: E. Duckworth,
Y. Raymond,
N. Morrison,
D. Cartwright,

and possible: P. Fox,
A. Regimbal,

- (2) Interest was expressed in visiting the Willow Branch-Gravelbourg region in the southern part of the province, if a trip could be arranged for the last week of August i.e. August 26-29. Duckworth, Hickman and Mackey would be free and willing to go. The Secretary was to check with the two prairie members - Carrothers and Monnin, concerning their availability and wishes about both these proposed Saskatchewan trips.

It was agreed that the Chairman would write the Honorable Robert Welch in August to attempt to arrange for meeting to consult the Ontario government at Queen's Park on Monday, September 17.

Several members had urged the necessity of a longer, more concentrated meeting away from Ottawa to sort out and resolve some of the important basic issues. It was agreed to hold a General Board Meeting of a "think tank" type on Friday, Saturday and Sunday,

October 12, 13 and 14, at some quiet place in the Gatineau or Laurentians, such as Montebello, Mt. Gabriel, Val David, etc.. Members would arrive Thursday evening to begin work Friday morning.

Mr. Morency undertook to check suggestions for the most suitable and convenient location. It was hoped that by the time of the October meeting the analysis of data from the survey of government departments and agencies would be available as well as data by area and locality on the other language questions in the census i.e. language most often spoken at home and official language spoken: English only, French only, both or neither - revealing degrees of unilingualism and bilingualism.

The dates of November 9 and 10 - Friday and Saturday, were tentatively suggested for what might be the final meeting to approve the report. However this would depend on the progress of the work and the availability of the two absent members.

2. Rédaction du rapport

In the discussion about the method of organizing the report Miss Duckworth suggested that it should be done in terms of priorities, rather than proceeding geographically by provinces as had been done by the first Board. Mr. Morrison felt this was an imaginative idea which had much to recommend it as a fresh approach. He urged beginning with Quebec which was really the crux of the problem. Mr. Mackey pointed to the position of Quebec as a French island in the North American English ocean as the central issue. Mr. Hickman felt it should be treated at the national level. Mme Raymond agreed that it was a national problem with the question of the equality of the two languages situated within Canada or seen in a Canadian context. Bilingualism as a Canadian policy should be in the general introduction. Mr. Lamontagne referred to problems of provincialism and said one had to take account of the role of the provinces.

The Chairman observed that in listening to the discussion, one became aware that a fundamental issue was at stake, that is the concept of Canada. He wondered how in the light of the differences of opinions, it would be possible to write a report acceptable to all members. The Secretary said he felt there were two

basic tendencies expressed among Board members which might be summarized in simple terms as bilingualism from coast-to-coast vs two unilingualisms bridged or joined by a bilingual zone and services. Miss Duckworth saw two possibilities at the extreme, to recommend say 40 bilingual districts or 4 bilingual districts. The Board would have to decide which approach to adopt. Mr. Mackey said that language boundaries don't necessarily coincide with political boundaries and pointed out that the Board hasn't really considered linguistic frontiers yet. He used squares to illustrate diagrammatically the language situation, with some largely French-speaking areas, other parts of the country almost entirely English-speaking, and some overlapping areas with both languages in fairly general use. But linguistically speaking the language problem in Canada is really a North American problem - the survival of between 5½ and 6 million French-speakers surrounded by 250 million English-speakers. It is not just in Manitoba or the Prairies that the French are being assimilated or absorbed. Mr. Hickman however urged that the introduction approach the problem nationally and then proceed by provinces. Mr. Morrison stressed the importance of the core area, linguistically speaking, which is Quebec and the contiguous areas of Ontario and New Brunswick.

Mr. Fox said the choice seemed to be linguistic boundaries vs provincial boundaries, or a compromise. He felt that at present there was really no consensus either on policy or presentation. Discussion to be continued in "think tank" at a subsequent meeting.

IX - Autres Affaires

1. Une nouvelle version française du feuillet d'information a été préparée par M. Lamontagne. Suite à l'approbation du Conseil, le nouveau bulletin sera imprimé et distribué.

2. The memorandum from ACFO received just before the meeting will be discussed at the next meeting.

3. It was proposed by the Chairman and approved by the Board that Dr. Leopold Lamontagne be asked to translate the English draft of the text for the report and that he be paid for the work.

4. Budget review. (Item III.3 of agenda - "situation financière"- discussion postponed from earlier in the meeting.) Statement presented by Mr. Morency. Mr. Fox

suggested that members should be paid for drafting time (writing) but not for reading time. He felt it was a realistic budget and that they should be realistic in relation to members' expenses. The accounts of individual members were open to members if wished to see them. It was important that the Board take full responsibility. Mr. Morrison commented that he felt it was a very reasonable budget, indeed low, in comparison with other similar commissions, taking into account the size and nature of the task assigned.

5. Northern Ontario trip

It was agreed to visit and arrange meetings in Sudbury, Sault St. Marie, Thunder Bay, Longlac, Hearst and take advantage of the proximity to visit Rouyn-Noranda in North Western Quebec, if suitable arrangements can be made. One important question to be investigated is that of including north-western Ontario in one large bilingual district, or of defining separate, appropriate and viable areas. There are ACFO contacts but the Board should see English representatives as well.

Participants: P. Fox,
E. Duckworth,
L. Lamontagne,
W. Mackey,
A. Monnin,
Y. Raymond,
A. Regimbal,
N. Morrison,
R. Morency,

1.20 p.m. - Motion to adjourn by L. Lamontagne,
seconded by W. Mackey. Carried
unanimously.

Paul Fox
Chairman

Neil M. Morrison
Secretary

(

Dubreuilville, 18/7/73.

Conseil des districts bilingues
à M. Roland Morency
110 rue Argyle,
Ottawa

Monsieur,

Ici à Dubreuilville la population est presque toute française. Nous ne pouvons imaginer les difficultés de communication avec les autres villes aux alentours, avec la télévision anglaise seulement, les bureaux etc.

Tous ceux qui connaissent l'anglais servent d'interprètes, souvent mal renseignés soit chez le médecin, à la téléphoniste, & toutes les correspondances du gouvernement ou autres.

Nous apprécions beaucoup les copies bilingues que nous recevons. Nous croyons qu'il se fera de l'amélioration à ce sujet, surtout, nous espérons la télévision française. Merci de travailler sur ce point.

Vue le temps des vacances ici il est difficile d'avoir toutes les signatures des organisations paroissiales. Passez assuré que nous voulons tous beaucoup plus être français !

Mme Hélène Desrosiers - Dubreuilville

Chevalier de Colomb

Conseil # 6286

Grand Théâtre d'Estienne Desrosiers

La Commission scolaire

S. n. P.D.

La Ruebe, comité culturel

Les Freddaires.

Le Conseil paroissial.

Le Comité des loisirs

Manitowadge, le 20 juillet 1967

M. Roland More
110, rue Argyle
Ottawa

Cher monsieur,

À l'occasion de la francophonie de Manitowadge, je désire appuyer avec toute la force possible la demande ^{pour} que nos citoyens soient bilingues.

Il n'est pas utile d'insister sur les difficultés que nous connaissons pour conserver notre culture française. Tous les moyens sont mis à profit, grâce à une faible ^{pour} de télévision; pas de services publics en français. Nous n'avons pu obtenir de statistiques officielles du nombre des citoyens français à Manitowadge mais nous pouvons affirmer avec

environ 40%

mais nous devons faire un effort pour les élèves obtiennent l'option française pour les élèves de langue française à l'école secondaire anglaise; c'est très peu et c'est à ce niveau spécialement que nous sentons une grande difficulté de s'affirmer comme français. Nous devons tous ces enfants qui n'ont pas le moins envie d'essayer d'apprendre l'anglais afin de pouvoir se débrouiller avec ces idées politiques. Les quelques familles que nos enfants ont dans leur école ont appris la culture. Il faut que des deux mais aussi il faut que nous ayons dans ces dernières années nous-mêmes nous-mêmes ne vont pas la permettre pour progresser, ces maillots de français. Je suis l'un de ce groupe aux yeux ! Mais je veux dire, je suis fier, je dirai ce que nous avons déjà vécu il faut faire, c'est la télévision, du service public en français. Cela

J'appuie l'opinion ci-dessus.

Mme M. Widgrosch

Secrétaire
Ecole Notre-Dame de Lourdes

Membre de celle à laquelle fait référence
Mme Blieb

Nous avons grand besoin de ressources
françaises. En tant que professeur
de l'école Notre Dame de Lourdes, j'appuie l'opinion
de Mme Blieb.

Mme Deane R. Nelson

J'appuie profondément l'opinion de Mme Blieb.

Mme Lorraine Léon
directrice

Ecole Notre Dame de
Lourdes

M. Robert Bourgault,
116, rue Queen,
C.P. 344,
Longlac, Ontario
POT 2AO

le 23 août 1973

M. Roland Morency,
Secrétaire Général,
Conseil consultatif des Districts
bilingues,
110, rue Argyle,
Ottawa, Ontario
K1A OM5

Monsieur:

Nos sincères remerciements à vous et votre délégation pour votre charmante visite parmi nous le 14 août du mois courant. Cette rencontre fut fort bienfaisante et porta fruit dans notre communauté.

Voici quelques statistiques de notre régions. Nous faisons partie du district administratif de Thunder Bay. Quoique la cité de Thunder Bay est notre centre administratif, nous ne faisons pas partie du district électoral de la ville ci-mentionnée.

Nous demandons que la ville de Thunder Bay soit munie d'un service bilingue dans les offices fédéraux, ceci à une échelle étendue (dans la mesure du possible), pour la raison majeure suivante: Les populations de Longlac, Geraldton, Beardmore, Nakina et la région connue sous le nom de North Shore

qui comprend White River, Manitouwadge, Marathon, Schreiber et Red Rock font affaire à Thunder Bay; elles en sont forcées. De là découle le problème linguistique pour ces citoyens de langue française. Nous savons que ces gens représentent un bon pourcentage de notre population, dans le district du Nord-Ouest.

Par la présente, nous vous demandons de considérer le tout pour en aboutir à déclarer la cité de Thunder Bay et la région ci-haut mentionnées, district bilingue.

Je regrette de n'avoir pu vous rencontrer lors de votre passage à Longlac. Toutefois, j'anticipe vous rencontrer dans un avenir prochain.

Veuillez agréer, cher monsieur, l'expression de mes meilleurs sentiments.

Bien à vous,
Robert Bourgault
Robert Bourgault

823 187 9

le 3 août 1973.

Monsieur Neil M. Morrison,
Secrétaire général,
Conseil consultatif des
districts bilingues,
110, rue Argyle,
Ottawa, Ontario,
K1A 0M5.

Mon cher Neil,

J'ai reçu votre dernier mémoire concernant les voyages additionnels dans la région de Gravelbourg, Willowbunch, Zenon Park et Prince Albert. Malheureusement je serai occupé avec le régime des rentes du Canada toute la semaine du 27 août voyageant à travers la Saskatchewan, l'Alberta et la Colombie Britannique et ne pourrai pas être du groupe. J'aurais bien voulu participer mais je me demande si on ne peut pas faire ce voyage plus tôt durant le mois d'août.

Il en est de même pour la visite dans le nord de la Saskatchewan qui est projetée pour le 21 septembre. N'y aurait-il pas moyen de faire ce voyage pendant les mois de vacance?

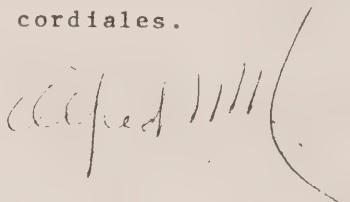
Je vous suggère fortement à Zenon Park de communiquer avec Monseigneur Edmond Ulinski, curé de la paroisse de Zenon Park, SOE 1W0 (767-2458 ou 278-2797) pour le voyage dans la région de Zenon Park. Je vous suggère de consulter Emile Gaudette à Saskatoon car si l'on va à Zenon Park il faut nécessairement faire un arrêt à Saskatoon. Pour ce qui est de Gravelbourg il s'agirait de communiquer avec René Marcotte, le gérant du poste CFBJ qui était présent à la réunion dans la ville de Québec avec le Conseil de la vie française et le groupe de Monseigneur Gosselin. Marcotte pourrait vous arranger une tournée dans la région de Gravelbourg. Si Marcotte est en vacances, communiquez avec Marcel

Cofeur vent te "la visee"

Téte

Moor, le chef nouvelliste au même poste de radio. Pour ce qui est de Willowbunch il s'agirait de communiquer avec Roger Lalonde, ancien président de l'Association culturelle de la Saskatchewan et président d'une compagnie d'assurance. Je serai disponible pour la réunion du 14 et 15 septembre mais je me demande réellement si je peux trouver du temps pour le voyage à Zenon Park et Prince Albert le 21 septembre. Pour ce qui est de Prince Albert je suggère de communiquer avec Madame Thérèse Gaudette. Si vous avez besoin de précisions au sujet de ces noms et de leurs numéros de téléphone communiquez avec René Rottiers, le secrétaire de l'ACFS à Régina.

Salutations cordiales.

A handwritten signature in black ink, appearing to read "A. M. Monnin".

A. M. Monnin.

AMM:k1

Bilingual Districts
Advisory Board
Ottawa K1A 0M5



Conseil consultatif
des Districts bilingues
Ottawa K1A 0M5

August 17, 1973

Judge Alfred M. Monnin,
608 Aulneau Street,
Communauté de St-Boniface,
Winnipeg, Man.
R3C 0V8

Dear Fred,

I telephoned your office and your home yesterday and discovered from one of your boys that you were at the lake and would be there over the weekend. I tried to send you a telegram so that you would have a message on your return, but the telegraph company is not functioning, apparently because of the strike. I hope this letter will be delivered and reach you not later than Monday. I wanted to get a message to you before I left for Montreal on Saturday evening or Sunday.

As Paul requested, I tried to reach both Eleanor Duckworth and Harry Hickman by telephone yesterday morning. Eleanor is away for the week and her secretary did not know where she would be and said that she was going to be away next week too. So I had no luck there, although I had talked to her earlier and she wanted to visit Southern Saskatchewan, preferably during the last week of August, but I explained to her, at that time, that you were not free during the last week of August and further Jane Carrothers, who also was anxious to go, would still be out of the country. I reached Harry Hickman at the University and he too would like to take in the visit to the Willow Bunch/Gravelbourg area but he is not free next week and would only be free the first part of the last week of August but not the end of the week. In any case, the same objection to arranging a trip for the last week of August apply as previously mentioned. Harry felt we would have to put it off until some time in September, although I told him that you were pretty well tied up during

September, if I understood you correctly. Harry also expressed the view that it might be difficult to make arrangements to meet people on such short notice. He felt that you only arrange satisfactory meetings if you have at least two or three weeks advance notice in which to make arrangements. However, I pointed out to him that you knew people in the area very well and could probably do it without too much trouble.

I am sorry it has been so difficult to work out a mutually suitable and convenient time for members of the Board, who were interested in this trip, but the conflict of commitments seem to be impossible to resolve. You may wish to go yourself or leave it until we see what dates are available for the group that would like to make these visits. While it would probably be a good thing to visit Willow Bunch/Gravelbourg area again, personally I do not think it is as essential as the visit to Zenon Park/Arbourfield area in view of the fact that this location was not visited by people from the first Board and the local member of parliament had raised the question most insistently.

Many thanks for your letter of August 3rd, which I did not get until last week, just before leaving for Northern Ontario, as a result of the local postal strike. Your suggestions about both Gravelbourg and Zenon Park are most useful and gratefully received.

We have finally completed arrangements for the first two days of the proposed visit in the Montreal region of Quebec next week, with meetings planned for Châteauguay, Ormstown and Huntingdon, although I still have not had confirmation from the mayor of Châteauguay Centre despite having phone half a dozen ~~times~~ times to try and reach him. Roland has made arrangements for Deux-Montagnes, Lachute and Brownsburg but we still have not succeeded in setting anything up for the Brome/Misisquoi area. Léo Lamontagne had to cancel out visits next week because of an overload of work and Albert Regimbal will only be able to make it on Tuesday, so ~~that leaves~~ I believe three Board members for Wednesday trip if we succeed in lining up some people to visit.

I hope you have at least a few days rest and I look forward to seeing you again in September. We will be leaving for Montreal on Saturday or Sunday morning and returning probably Thursday. With kind personal regards,

Yours faithfully,

Neil Morrison,
Secretary General



GOVERNMENT OF NEWFOUNDLAND
DEPARTMENT OF MANPOWER & INDUSTRIAL RELATIONS

OFFICE OF THE MINISTER

8 August, 1973.

Mr. Paul Fox,
Chairman,
Bilingual Districts
Advisory Board,
110 Argyle Street,
2nd Floor,
Ottawa, Ontario
K1A 0M5

Dear Mr. Fox:

This will acknowledge receipt of your letter of July 30, 1973.

I appreciate very much the points you raise in your letter and I can assure you that both the Premier and I understand the position in which your Board finds itself. I shall relay your message to the Premier and you may expect to hear from me further after I have had the opportunity to speak with him.

Warmest personal regards.

Yours sincerely,

Joseph G. Rousseau, Jr.,
Minister.

c.c. The Honourable the Premier.

16.8.73



Government
of Canada

Gouvernement
du Canada

MEMORANDUM

NOTE DE SERVICE

TO : Members of the Board

FROM : Neil Morrison
DE : Secretary General

SUBJECT : OBJET Postponement of meeting with Nova Scotia Government.

SECURITY - CLASSIFICATION - DE SÉCURITÉ
OUR FILE - N/REFERENCE
YOUR FILE - V/RÉFÉRENCE
DATE
August 9, 1973

This is simply to let you know that all arrangements had been made for a meeting of four members of the Board with the Honorable Benoit Comeau and two other Nova Scotia ministers, Dr. William Gillis of Antigonish and Mr. Fraser Mooney of Yarmouth, in Halifax at 3:30 p.m. Wednesday, August 8th. The meeting was cancelled on short notice this week because of the illness of Mr. Comeau. Another meeting will be arranged later, probably in September since Mr. Savoie is leaving for England in two or three days and will not be back in Canada until September 4th.

[Handwritten signature]
Neil Morrison
Secretary General

Bilingual Districts
Advisory Board
Ottawa K1A 0M5



Conseil consultatif
des Districts bilingues
Ottawa K1A 0M5

August 16, 1973

The Honourable Robert Welch,
Provincial Secretary for Social Development,
Province of Ontario,
Queen's Park,
Toronto, Ontario

Dear Mr. Minister,

You will be aware no doubt that in a letter to me dated March 6th, 1973, the Premier of Ontario informed me that he had asked you to act as co-ordinator between the Government of Ontario and the Bilingual Districts Advisory Board. As you know, the Board was appointed by the Governor in Council pursuant to the Official Languages Act to make recommendations to the Governor in Council in regard to the creation of federal bilingual districts for federal government purposes. The Act requires the Board to consult with each provincial government to obtain its views and advice before the Board prepares its recommendations.

In a previous letter of the Premier of Ontario, I informed Mr. Davis that the Board was commencing its study of the statistics in regard to Ontario and visiting some of the areas which qualified as possible bilingual districts.

The Board is now completing these preliminary investigations and we would welcome an opportunity in the near future to consult with you and your officials and to have the benefit of your advice. I believe that when the first Bilingual Districts Advisory Board met

with representatives of the Government of Ontario in 1970 for similar purposes, the Ontario staff arranged a very successful meeting which included in addition to one or two ministers, senior officials such as Mr. William Anderson and members of what I believe was an inter-departmental committee on bilingualism.

We would look forward with pleasure to meeting with you and your officials at a time convenient to you. Since none of the ten commissioners comprising our Board is retained full-time by the Board, we try to arrange such meetings at a time when at least several Board members are able to free themselves from their own professional duties.

For this reason, I hope you will not mind if I suggest a specific date. The time which we find convenient for us for such a meeting would be at some period during Monday, September 17th, if that day is possible for you. If not, we would be pleased to receive from you some suggestions of alternative dates.

Yours respectfully,



Paul Fox,
President



Government
of Canada

Gouvernement
du Canada

MEMORANDUM

NOTE DE SERVICE

Aux membres du Conseil,

ROM
DE

Roland Morency

SECURITY CLASSIFICATION DE SECURITE

OUR FILE N. REFERENCE
1823-180/6

YOUR FILE V. REFERENCE

DATE
le 29 août 1973

SUBJECT
OBJET Rencontre avec le Gouvernement Provincial de l'Ontario.

Vous trouverez ci-joint copie d'une lettre du Secrétaire Provincial pour le Développement social, l'Honorabla Robert Welch, acceptant la demande du Président de rencontrer le Conseil lundi, le 17 septembre 1973 à 14:30.

Compte tenu des désirs exprimés par les membres du Conseil lors de la dernière séance plénière, les personnes suivantes participeront à la rencontre:

Paul Fox
Eleanor Duckworth
Harry Hickman
Léopold Lamontagne
William Mackey

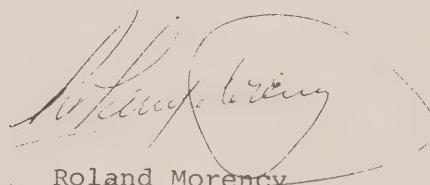
Yvonne Raymond
Albert Regimbal
Neil Morrison
Roland Morency
Don Cartwright

Des chambres ont été retenues à l'hôtel Sutton Place, Toronto tel qu'indiqué en marge:

Eleanor Duckworth les soirs du 15/16 et 16/17 septembre
William Mackey les soirs du 15/16 et 16/17 septembre

Nous avons cru que dans tous les autres cas, il siérait aux membres d'entrer à Toronto et dans leur ville respective sans qu'il soit nécessaire d'y passer la nuit.

Si d'autres membres que ceux mentionnés plus haut désirent participer à cette réunion ou que d'autres dispositions sont nécessaires, vous êtes priés de nous en faire part dans les plus courts délais.



Roland Morency

Pièce jointe



Office

Provincial
Secretary for
Social
Development

416/965-6502

Parliament Buildings
North Wing
Queen's Park
Toronto Ontario

22 August 1973

Mr. Paul Fox,
President,
Bilingual Districts
Advisory Board,
Ottawa K1A 0M5

Dear Mr. Fox

Thank you for your letter of August 16th concerning your work with Bilingual Districts Advisory Board.

I would be most pleased to meet with yourself and other members of your Board as suggested on Monday, September 17, 1973 for the purpose of consultation and discussion, and would suggest the time of 2:30 p.m. if this is convenient for you.

I will endeavour to bring together the appropriate provincial government officials to take part in this meeting so that it will be as productive as possible from both of our points of view, and look forward to your early confirmation of these arrangements. Kindest regards.

Sincerely yours,

Robert Welch
Robert Welch,
Provincial Secretary.

Bilingual Districts
Advisory Board
Ottawa K1A 0M5



Conseil consultatif
des Districts bilingues
Ottawa K1A 0M5

August 28, 1973

Hon. Robert Welch,
Provincial Secretary for
Social Development,
Government of Ontario,
Parliament Buildings,
North Wing,
Queen's Park,
Toronto, Ontario.

Dear Mr. Minister:

This will acknowledge and thank you for your letter of August 22nd which we received in our office today. The time of 2:30 p.m. suggested by you for our meeting in Toronto on Monday, September 17, 1973 is entirely satisfactory to us and I am happy to confirm it. We look forward to having a fruitful discussion with you and appropriate provincial government officials on matters of mutual concern.

Please accept my thanks for your kindness in undertaking to arrange such a meeting and my best personal regards.

Yours sincerely,

Paul Fox
Paul Fox,
President



Office of the Co-ordinator
on Bilingualism

Bureau du Coordonnateur
du Bilinguisme

August 30, 1973

Mr. Paul Fox
President
Bilingual Districts Advisory Board
Ottawa, Ontario
K1A 0M5

Dear Mr. Fox:

The Honourable Robert Welch has asked me to co-ordinate the arrangements for the visit of your Board to Queen's Park on September 17th at 2.30 p.m. We are looking forward very much to the discussions which your visit will generate. If you have specific issues which you propose to raise or matters on which you are seeking advice or comments of Queen's Park, I wonder if you could give me advance notice of them. I am assuming that something around an hour or an hour and a half would serve your purposes. At the same time perhaps you could let me know who would be coming with you.

With warmest personal regards.

Yours sincerely,

John G. Diefenbaker
Co-ordinator

MEMORANDUM

NOTE DE SERVICE

Membres du Conseil consultatif
des districts bilingues

OUR FILE IN REFERENCE

1823-180/5

V. REFERENCE

Roland Morency

le 4 septembre 1973

Lettre au Premier ministre québécois

Vous trouverez ci-joint copie d'une lettre préparée par Mme Yvonne Raymond à l'intention du Premier ministre de la province de Québec et que le Président a parafé le 28 août 1973.



Roland Morency

pièce jointe



28 août 1973

Honorable Robert Bourassa
Premier ministre
Hôtel du gouvernement
Québec

Monsieur le Premier ministre,

Le Conseil consultatif des districts bilingues est sur le point de terminer son travail. Tel que prévu dans la loi, il doit consulter le gouvernement des diverses provinces.

Avant de remettre son rapport au gouvernement fédéral, le Conseil apprécierait beaucoup vous rencontrer afin de discuter avec vous des recommandations prévues pour la province de Québec, ainsi que des critères utilisés pour les proposer.

Des membres du Conseil ont maintenant visité la plupart des endroits du Québec où la minorité excède le dix pourcent réglementaire pour recommander un district bilingue. Nous avons tous pu nous sensibiliser au problème linguistique du Québec.

Si vous pouviez nous accorder une entrevue soit dans la dernière quinzaine de septembre ou la première d'octobre, je suis assuré que les membres du Conseil en seraient très heureux et les deux représentants du Québec pourraient être présents.

Le Conseil consultatif se propose de présenter son rapport avant la fin de l'année en cours et il a déjà rencontré la majorité des gouvernements provinciaux.

- 2 -

Je vous remercie de votre collaboration,
monsieur le Premier ministre, et je vous prie d'agréer,
avec l'assurance de la mienne, l'expression de mes
meilleurs sentiments.

Paul Fox
président

/tl

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Bilingual Districts
Advisory Board
Ottawa K1A 0M5



Conseil consultatif
des Districts bilingues
Ottawa K1A 0M5

The Honourable C.M. Drury,
President of the Treasury Board,
Government of Canada,
Place Bell Canada,
Ottawa, Ontario.

Dear Mr. Minister:

In the course of the preparation of its report recommending the delineation of possible bilingual districts for submission to the Governor-in-Council, the Bilingual Districts Advisory Board has consulted with a number of elected representatives - for example, MPs, MLAs, mayors, aldermen, and school trustees - in areas in which there is a possibility under the provisions set forth in the Official Languages Act of proposing the creation of a bilingual district. We believe that this procedure, complemented by consultations with other representatives of both the minority and majority linguistic groups in such areas, is a sound and useful method of pursuing our inquiry.

Since Montreal is a region which qualifies as a potential bilingual district under the terms of the Official Languages Act, the Board would like to consult some of the elected federal representatives from the area, in particular MPs who are elected from constituencies which contain a large percentage of the minority linguistic group, in this case Anglophones.

I have been asked by the Board, therefore, to request an interview with you to obtain the benefit of your comments as an elected representative upon some of the problems that the Board must consider in relation to your area. I should like to reiterate that we wish to consult with you in your capacity as a Member of Parliament and not as a Minister of the Crown.

Our delegation would be composed of several Board members and perhaps one of our staff. I would hope that we would not talk more than half an hour of your time. We would try to make ourselves available at your convenience although an appointment on a Friday would be most convenient for our members since their services to the Board are part-time and they find it easiest to free themselves from their full-time employment on a Friday.

The Board would be grateful if you acceded to our request, and we should be pleased to receive any proposed times for an appointment with you in the near future.

Yours respectfully,

Paul Fox,
Chairman

Bilingual Districts
Advisory Board
Ottawa K1A 0M5



Conseil consultatif
des Districts bilingues
Ottawa K1A 0M5

September 11, 1973

Mr. R. B. Smith,
Director,
Advisory & International
Law Section,
Legal Branch,
Department of Justice,
Justice Building,
Ottawa, Ont.

Dear Brad,

When we discussed the matter earlier in August, you asked me to send you a letter, two or three days before the date, reminding you of the arrangements, to meet with members of the Bilingual District Advisory Board at 10.00 a.m. on Friday, September 14th, to discuss certain questions of interpretation of the provisions of the Act, on which members of the Board would like your advice. The principal questions about which the Board is concerned are briefly as follows:

1. Would the Board be free to make recommendations for more than one kind of area or locality in which federal bilingual services would be provided, or is it confined to making recommendations for the proclamation of "bilingual districts" per se of one kind only, as defined in the Act?

The Board has been wrestling with the problem of how to deal sensibly and adequately with the wide diversity of areas or centres containing concentrations of official language minority mother tongue populations. The uniform approach to recommending one type of district everywhere, does not seem to meet the needs and conditions in different regions or provinces, indeed sometimes within a province. In attempt to solve this problem a concept proposing hierarchical arrangements of three different kinds of bilingual areas or centres, was proposed by the Board's Research Consultant, Don Cartwright and discussed

at length by the Board at more than one meeting. Cartwright suggested a three level approach:

- (1) Bilingual district;
- (2) Bilingual territory (or locality); and
- (3) Bilingual community

I believe I sent you a copy of his memorandum on this subject earlier, but in case I neglected to do so, I am attaching another copy.

Some members felt this approach offered greater flexibility and a more desirable solution to the general problem. Others felt that it was outside the terms of reference of the Board to make such proposals, what do you think?

2. A related question is whether other terms could be used than the designation "Bilingual districts" specified in the Act. Several other terms which were felt to be more adequate and satisfactory had been suggested either by members themselves or people they have consulted in their visits to different provinces, such as: "Bilingual Federal Services District", "Bilingual Federal Services Community", Bilingual Services Centre", Official Languages District", etc.. The feeling is that "Bilingual District" has become a derogatory term with negative connotations and that is misunderstood or misleading as a descriptive term.
3. In trying to determine the kind and size or extent of bilingual districts they might recommend, the Board was constantly confronted with the phrase: "At each of its principal offices in a bilingual district". What does the term "principal offices" mean and how is it likely to be applied in practice? Should the Board attempt to define the term itself in its report as suggested by some, or is this something which is not, strictly speaking, one of the Board's responsibilities? Is the lack of a precise and rigid definition an advantage or a disadvantage?
4. Related to the problem of "principal offices within a federal bilingual district" (sec. 9 (1)) is the question of the meaning of the term "significant demand" and also of "feasibility" (sec. 9 (2)). I believe I sent you earlier a copy of the memorandum prepared last February by the Associate Secretary of the Board, Roland Morency, on the question of principal offices and significant demand and also a copy of memorandum by a member of the Board, Miss Eleanor Duckworth commenting on this subject, dated March 10th. I am sending you a revised version of Mr. Morency's memorandum in which he has elaborated on his suggestion at the request of the Board. This will be discussed at the meeting this week. Your observations would, I am sure, be appreciated and helpful.

5. Finally, there is the question of an apparent contradiction in use of the terms "mother tongue" and "spoken language". In August of last year, a member of the Board, Professor William Mackey in a memorandum about the definitions of "bilingual districts - the concept of the bilingual districts and what it entails in practice" raised the question of the use and interpretation of the term "mother tongue" and "language spoken as a mother tongue" found in the Act. See paragraph 7 of the attached copy of Mr. Mackey's memorandum. This was discussed at some length by the Board last year. Further, just this past week I received a telephone call from a lawyer in the Department of Consumer & Corporate Affairs, who raised the same question about a possible contradiction in meaning or use of the terms and therefore, in the use of statistics, which had arisen in connection with the drafting of regulations concerning packaging and labelling. This apparent contradiction had been pointed to her by someone in Privy Council Office. For your information, I attach a copy of my memorandum about our telephone conversation. Personally it seems to me that the interpretation in the Act is clear but evidently confusion arises in the minds of some people on this point.

In some localities or areas of the country the population figures and percentages based on mother tongue and language most often spoken are very close, in other areas, there is a very wide gap indeed. It makes a difference which figures you use. The language most often spoken, figures may also have a bearing on how much "demand" is likely and also on the question of "feasibility" in particular centres and divisions or districts.

There may be other points which members of the Board would like to raise, but this seems to me to be sufficient for the time being. I am sorry to burden you with so much excess paper, but if you have time to glance at it, it will give you a better idea of the thinking and debate which has given rise to some of these questions.

I look forward to seeing you on Friday. With kind personnal regards and many thanks for your help,

Yours sincerely,

Neil M. Morrison,
Secretary

Enclosures





Government
of Canada

Gouvernement
du Canada

MEMORANDUM

NOTE DE SERVICE

TO : All members
Bilingual Districts Advisory Board

FILE NUMBER

1823-1

FROM : R. Morency

August 30, 1973

Principal Offices and Sufficient Demand

At its last meeting, the Board members asked that I revise my paper of February 5, 1973 on the question of Principal Offices and Sufficient Demand.

The request, initiated by Dr. Savoie, was to try and reconcile that paper with the one prepared by Mr. Cartwright on the hierarchical approach. This concept included full-fledged bilingual districts and less permanent bilingual communities.

The attached paper is an attempt to bring together these two concepts.



Roland Morency

Attached



Aug. 30/73

BILINGUAL DISTRICTS ADVISORY BOARD

Principal Offices and Significant Demand

From the very beginning of the enquiry, Board members have been concerned with the wording of certain parts of the Official Languages Act and, in particular, with the definition or interpretation to be given to the expressions: "principal offices in a federal bilingual district" - "significant demand". The interpretation part of the Act under sections 36, 37 and 38 sheds no light on the subject.

The same expressions, together with "bilingual" and "unilingual", have been haunting every government department, and especially the Secretary of State and Treasury Board ever since the Act was passed in 1969. The Commissioner of Official Languages has not escaped the definition problem in his role of ombudsman and conciliator. He has indicated to the Board his hope that a broad interpretation would be made of section 9 of the Act, one that would have far-reaching and meaningful effects on government departments and agencies at time of proclamation of bilingual districts.

Short of amending the Act or submitting it to a ruling by the courts (not a likely event for some time), a solution seems to hinge on a recommendation of the Advisory Board which has been appointed under the Act and its acceptance by the government at time of proclamation of bilingual districts. I do not believe that in the absence of a legislated definition such action could be considered ultravires. Without a clear definition, the two expressions under review have no dimension or useful meaning except for the escapist.

In its deliberations, one would expect the Board to consider the intent of the legislators to:

(a) protect and insure the rights of the official language minorities in their dealings with the Federal Government departments and agencies,

(b) extend services in the two official languages to as many of the minorities as is feasible, and

(c) ensure federal departments and agencies are not permitted to obviate the obligation to provide bilingual services.

"Principal Offices"

Section 9(1) of the Act states: "...at each of its principal offices in a federal bilingual district..."

It is not clear if this means the highest office in the administrative hierarchy of each of all the departments and agencies represented in the federal bilingual district or those most active and important in dispensing services to the public. It could be construed either way.

The Act requires the Board to delineate a bilingual district by reference to the boundaries of census districts, local government or school districts, federal or provincial electoral districts, in whole or in part. A large district is therefore susceptible of including numerous offices of a single department, all having equal but different administrative and operational jurisdictions e.g. Post Offices, R.C.M.P. Detachments, Unemployment Insurance Commission Offices, Manpower Offices, etc. Which of these is the principal office?

When public services are decentralized to meet the need of the population, as in the examples given above, the higher regional office becomes a coordinating medium for the local offices and has very little direct contact with the public, if any. Should it be considered the principal office even though the public has no direct access?

To Joe Public, it would be fair to assume that the principal office is the one mandated to take his business regardless of any other consideration.

It remains for the Board to clearly define the meaning of "principal offices" as it relates to the federal bilingual district.

Suggested Recommendation

"Principal offices" are not defined in the Official Languages Act nor do they correspond to any terminology in use. They could be Head Offices, Regional Offices, Municipal Offices or a number of other terms used. They may relate to administration, workshops, warehouses, laboratories, etc. They may be completely inward oriented or they may have dealings with various publics: general public, other governments, specialized industry etc. all of which qualify as "public".

We recommend that the expression "principal office" be construed to mean all offices through which direct communications to or from the public are made, in whatever activity and administrative level.

Services Offered

Having defined "principal offices", it would then be necessary to consider:

(a) the services thus made available to the minority population of a bilingual district in comparison to that available to the majority,

(b) the services offered the minority of one district in comparison to those offered to the minorities of other districts, and

(c) the lack of services for large minorities not constituting the minimum 10% criterion.

In a paper dated August 11, 1972, entitled "The Concept of Bilingual Districts and What It Entails in Practice", Dr. Mackey discussed the question of parity in projected bilingual districts. Few would question the fact there is no parity in the services offered to the majority and minority of bilingual districts, the minorities of different districts or between all minorities meeting the 10% criterion and large minorities not meeting that criterion.

The Port au Port minority population or that of any small district would only receive services in their official language from the local Post Office. In all other services available outside their district, they must resort to the majority official language.

The minority population of Montreal, on the other hand, could receive all federal services in its own official language.

Finally, the minority population of Ellice-St-Lazare numbering 620 would receive services in its official language whilst the 37,000 minority in Toronto or the 17,000 minority in Vancouver would be denied.

Again the Board must devise the means to equalize the treatment of as great a number of the minorities as is feasible and so advise the government.

The Act provides an intermediate status between that of the bilingual district and the non-bilingual district.

According to section 9(2) of the Act, each of the federal departments and agencies (more than 150) has "the duty to ensure, to the extent that it is feasible for it to do so, that members of the public in locations other than those referred to in that subsection (9(1)), where there is a significant demand therefor by such persons, can obtain available services from and can communicate with it in both official languages".

"Significant Demand"

Each department and agency must therefore decide on the frequency of the occurrence which makes it significant, if it is feasible, if it is available, if it is requested. Authority is usually delegated as well, for the sake of decentralization to the thousands of office managers across the country to make their own decisions. Notwithstanding all wishful thinking, section 9(2) cannot be an effective means to bring about the provision of services in both official languages, unless the Advisory Board, in keeping with its findings, makes an appropriate recommendation, to derive from that section a proper utilization in an orderly manner.

Members have witnessed in the Yarmouth-Church Point-Digby area the contentions of the public servants and the strong denials of the minority population as concerns equal services or services at all in the language of the minority. They must specifically request and insist, accept the delays and intermediaries.

If, in addition to services available from within, all offices serving a bilingual district from outside were to consider the existence of a bilingual district in their jurisdiction a "significant demand", all federal departments and agencies would be obligated to provide services in both official languages to all bilingual districts, large or small, urban or rural, equalizing for the bilingual districts the services provided in both official languages. As most departments provide services from regional offices located in major urban centres, an added advantage would accrue to the minority population outside the bilingual districts which would then benefit from the same available services, thus reaching almost the totality of the official language minorities in the country.

The added advantage to the application of this concept is that without additional effort and expense on the part of the federal government, substantial communities could be satisfied with services in both official languages without having to be declared full-fledge bilingual districts.

Contingent upon the acceptance of this principle, it would be possible to exclude, from the bilingual districts proper, the necessary and related service centres which at times contain a very high combination of the majority and other ethnic groups.

In the case of marginal areas they would be permitted to develop their own identity until the next census and be known as bilingual communities to be recognized as bilingual districts by the next Board, if warranted.

Suggested Recommendation:

The Board considers the government has an obligation to make its services available to the minority population of a bilingual district to the same extent it does to the predominant group. Departments and agencies may be located within a bilingual district to meet the actual need of its population as a result of the population density, convenience, geography or a number of other reasons.

The disparity between districts is such that equality would not be possible between them any more than between them and the rest of the population. Their creation would be meaningless and they would become the pawns of the administrators.

The Board has gone to great lengths to study the needs of the large minorities in metropolitan areas who do not meet the 10% criterion and it should be possible for the government to satisfy their need on the basis of Section 9(2) where these needs have been identified and are so recommended for the application of the significant demand clause.

We therefore recommend the existence of a bilingual district within the area of jurisdiction of any federal office be considered a significant demand as defined in section 9(2) of the Act and that provisions of section 9(1) be made to apply to the same extent as if the office was located within the bilingual district itself.

We further recommend that in urban areas where a large minority has been identified, although below the 10% criterion, the significant demand clause be similarly applied.

Finally, we recommend that, under article 9(2), services in both official languages be provided to those areas recognized as "bilingual communities".

Roland Morency

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

Compte rendu des rencontres tenues
à Sudbury, Sault Ste-Marie, Thunder Bay,
Geraldton (Longlac), Kapuskasing et Rouyn/Noranda

les 12, 13, 14 et 15 août 1973

Ce préambule fait état des dates, endroits et personnes rencontrées dans la région du nord de l'Ontario et du Québec. Les commentaires pertinents à chacune de ces rencontres, tels que préparés par les membres du Conseil, se trouvent en annexe.

Délégation du Conseil:

Paul Fox, président	Albert Regimbal, comm.
Léopold Lamontagne, comm.	Alfred Monnin, comm.
Yvonne Raymond, comm.	William Mackey, comm.
Neil Morrison, sec. gén.	Roland Morency, sec. gén. associé

- SUDBURY -

Dimanche, le 12 août 1973

A 18h30, le Conseil recevait à dîner au Holiday Inn les maires Joseph Fabbro de Sudbury, Ray Plourde de la ville de Valley East, Gilles Pelland de Rayside-Balfour et le pro-maire Albert Gravelle de Valley East.

Dans une seconde rencontre à 20h30, au même hôtel, le Conseil rencontrait les chefs de file de la région dont:

J.L. Lavallée,	Observateur, 265, rue Oak, Sudbury
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Jean Desmarais,	Radiologue et président du Conseil des Gouverneurs, Université Laurentienne, 279 Wembley Drive, Sudbury
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Cédérie Michaud,	C.A.N.O., T.N.O., Moulinet- Observateur, 234, rue King, Sudbury
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Anna Rancourt,	Institutrice 234, rue King, Sudbury
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Yvan Rancourt,	Animateur, Université Laurentienne, 234, rue King, Sudbury
Léo Lataille,	Surintendant de construction R.R. 2, Sudbury
Jean-Paul Fortier,	Officier des droits de l'homme Sudbury, Ontario
H. Perreault,	Retiré, Sudbury
P. Solitatos,	Professeur de science politique Université Laurentienne
Léo Moulin,	Professeur et président de l'Institut belge de science politique, 72, rue des Echevins 7050 Bruxelles, Belgique
François Lacombe,	Journaliste, Sudbury
Fernand Dorais, S.J.,	Professeur de Lettres françaises Université Laurentienne
Mme J. Lataille,	Sudbury
Margo Huc,	Sudbury
André Girouard,	Professeur de français, Université Laurentienne
Ulysse Desmarais,	Sudbury
Rita Desmarais,	Centre des jeunes, Sudbury
Donald Dennie,	Sociologue, Secrétariat d'Etat, Sudbury

- SAULT STE-MARIE -

Lundi, le 13 août 1973

A 10h30, le Conseil rencontrait au Sheraton Caswell,
quelques francophones de l'endroit dont:

Mme Solange Fortin,	Animatrice sociale de l'ACFO 6, rue Stevens, Sault Ste-Marie
Mme Edmond Savoie,	Représentante de L'API Notre-Dame- des-Ecoles, 39 promenade Superior Sault Ste-Marie

Gabriel Lachance,

Président ACFO,

304-108 rue Allard, Sault Ste-Marie

A midi, à l'hôtel Sheraton Caswell, le Conseil recevait à déjeuner les échevins W. Hrynuik, W.J. Syms et W.J. Chisholm du Conseil de ville de Sault Ste-Marie.

- THUNDER BAY -

A 16h, le Conseil se rendait à l'Hôtel de ville de Thunder Bay rencontrer le maire, M. Walten Assef, et M. W.E. Mokomela, Assistant City Coordinator.

Une seconde rencontre avait lieu au Holiday Inn de Thunder Bay avec les chefs de file francophones dont les personnes suivantes:

Annette Beaupré,

Institutrice et présidente du Club canadien-français,
531, rue Catherine, Thunder Bay "F"

Lucienne Lévis,

Ménagère, secrétaire du Club canadien-français, app.221,
1100, rue Lincoln, Thunder Bay

L.J. Beaupré,

Millwright, 531, rue Catherine
Thunder Bay "F"

Thérèse Déjardins,

Institutrice, 442, rue
Pineview Bay

Catherine Bolduc,

Institutrice, 1133, avenue
Georgina, Thunder Bay "F"

Mme Marie Jean,

Ménagère, 150, Black Bay Crescent
"P" Thunder Bay

Mme Léona Turcotte,

Ménagère, 133, Duke Street

Mme Béatrice Lyrette,

Ménagère, 309, rue Surrey

Edmond Lyrette,

Pipefitter, 309, rue Surrey

Raymond Blanchette,

Agent de développement social,
Action socio-culturelle,
4-140 est, rue Frédérica
"F" Thunder Bay

Marilyn Whattey,

Etudiante des langues,
128, rue Gibbon, Thunder Bay

Marianne Lanctot,	Etudiante, 22, avenue Johnson, "S" Thunder Bay
Don MacLeod,	Etudiant, 225 nord, avenue Leland, Thunder Bay
Ron Bourret,	Etudiant, 62, rue Collège Thunder Bay
Arthur Whitton,	Vendeur, Officier de marine 98, rue Collège, Thunder Bay
David W. Lewis,	Professeur d'université Lakehead University, Animateur des projets de télévision en langue française, 1424, Isabella Street, Thunder Bay P7E 5B9

- GERALDTON (LONGLAC) -

Mardi, le 14 août 1973

A 10h30, la délégation du Conseil rencontrait à Geraldton les représentants de Longlac qui s'étaient rendus au Siesta Motel pour cette rencontre:

Réal Veilleux,	Curé, C.P. 510, Longlac, Ont.
Charles Ouellette,	Agent d'assurance et Conseiller municipal de Longlac, C.P. 220, Longlac, Ontario
J.A. Verdun Gauthier,	Tourist Camp Operator, C.P. 8, Longlac, Ontario
Raymond Blanchette,	Agent de la citoyenneté et Action socio culturelle au Secrétariat d'Etat, 4-140 est rue Frédérica, Thunder Bay

N'ayant pu atterrir à la piste d'atterrissement de Hearst, les représentants de la communauté de Hearst se rendaient à Kapuskasing rencontrer le Conseil à 15h15. Les personnes suivantes étaient présentes:

Roger Bernard,	Professeur, Collège universitaire de Hearst, C.P. 580, Hearst, Ont.
Raymond Tremblay,	Directeur, Collège universitaire de Hearst, C.P. 580, Hearst, Ont.

Doric Germain,

Secrétaire général, Collège universitaire de Hearst,
C.P. 580, Hearst, Ont.

- ROUYN/NORANDA -

Dans une première rencontre à 20h30 le 14 août, le Conseil rencontrait deux représentants de la communauté anglophone de Rouyn/Noranda:

P.J. Semple,

Chemist, Noranda Mines,
and Commissioner Northwest Quebec Protestant School Board
93 Tremoy Road, Noranda

G.A. Leppaniemi,

Chemist (Assayers Ltd.)
President, Canadian Industrial Pollution Control Laboratories Ltd.
47 Churchill Avenue, Noranda P.Q.

Mercredi, le 15 août 1973

La dernière rencontre de cette tournée avait lieu mercredi le 15 août à 10h dans une salle du Château Windsor avec les personnes suivantes:

Louis D. Van Eck,

Agent régional du bureau des soumissions déposées-enseignant français intermédiaire et avancé aux anglophones-secrétaires-trésorier du groupe inter-ethnique du Nord-ouest du Québec
129, rue Montcalm, Noranda

Colette Robitaille,

Professeur à l'élémentaire,
Rouyn/Noranda, 250 Pinder est,
Rouyn

Jeannine Schryer,

Secrétariat d'Etat, 243 Murdock
Noranda

Alberte D. Décarie,

Principale adjointe (secondaire)
168, rue Champlain, Noranda

Roger Dussault,

Commissaire à la Commission scolaire de Rouyn/Noranda et agent d'assurance, 609 Tachereau est
Rouyn

Jacqueline Julién,

Psycho-pédagogue et
Commissaire, Commission scolaire
régionale Rouyn/Noranda,
556 rue la Liberté, Rouyn

Ottawa
le 27 août, 1973

Roland Morency,
Secrétaire général associé

CONFIDENTIALBILINGUAL DISTRICTS ADVISORY BOARDReport on Visits to Northern Ontario and Northern QuebecAugust 12 to 15, 1973by PAUL FOXSUDBURY

The Board members who were present on this trip were: Dr. Lamontagne, Professor Mackey, Judge Monnin, Mme Raymond, Father Regimbal, and the Chairman. Mr. Morrison and Mr. Morency accompanied us also.

Our first meeting was at dinner on Sunday with the mayors of three municipalities making up the Sudbury Regional Council, M. Joseph Fabbro, the mayor of Sudbury, M. Gilles Pelland, mayor of Rayside and Balfour, M. Ray Plourde, mayor of Valley East, and M. Albert Gravelle, deputy mayor of Valley East.

We had a pleasant dinner at which we were able to chat with our guests, but it was not a formal meeting. There was one meeting at the other end of the dinner table, which I will leave to be described by our members who participated in it. At our end of the table, several of our Board members chatted with M. Fabbro and M. Gravelle. M. Fabbro said that there were quite a few older people in Sudbury who spoke French only. M. Gravelle said that there was no problem in obtaining federal services in French in the area. M. Fabbro said that there was a certain amount of friction among the ethnic groups arising from certain elements in the Anglo-Saxon community. The "Others" are a cohesive group although the group is composed of a number of different ethnic groups. Father Regimbal noted that the other ethnic groups had taken over the Folk Arts Council. M. Fabbro remarked that the cultural groups have their own clubs in which they speak their own language, for example, the Germans, Italians, Finns, Ukrainians and Poles. These clubs apparently are very strong. There is, for example, an Italians Businessmen Club called the Montessori Club. He noted that the Germans are the first to integrate into the Canadian culture.

When asked what the reaction would be from the various

elements in the community, to the creation of a bilingual district in the area of Sudbury, M. Fabbro said that there would be some reaction, but it would arise largely because of misunderstanding rather than because of any antipathy amongst the groups for the Francophones. He said that he thought that the other ethnic groups would feel discriminated against, if a bilingual district was created. The Chairman then asked what the term "Northern Ontario" meant to those members present. Both M. Fabbro and M. Gravelle said that Northern Ontario to them, was the district which began at Parry Sound and North Bay and ran north and west to the Manitoba border. However, M. Fabbro said, and M. Gravelle agreed with him, "That there was also a concept of a local Northern Ontario working area", which comprises the area of Sudbury over to the Sault and to the north from there. M. Fabbro said that he thought that Hearst would tend to be in the sub-division of Northern Ontario which was attached to Thunder Bay. M. Fabbro also said that from the cultural point of view, there is a great appreciation of one another's culture. He thought that the logical association of Italians, Spaniards and Portuguese should be with the Francophones, but that it is not, it is with the English. He said that the responsibility for this lay with the Franco-phone leaders. Father Regimbal mentioned that this may be the result of the fact that the Francophones themselves do not identify themselves as a group yet in all cases. Father Regimbal asked if there would be opposition to a bilingual district if it were not seen as a concession to the Francophones which the Francophones had demanded. M. Fabbro agreed with this statement.

In the evening after dinner we had another meeting in Sudbury with a very large group of Francophones. There were about twenty-four guests present and virtually all of them were of French maternal tongue. Father Regimbal presided at this meeting and explained the Official Languages Act and the work of the Board.

There were the usual questions about the Act and about the Board. There were also several questions about what provisions could be made for the large French minorities in cities such as Toronto. A professor said that it was not just a matter of getting services in French from government bureaus but of having civil servants in the offices who live in French and are members of a French community. A gentleman noted that the Francophones had asked for services in their language in a number of places, such as the Post Office, railways, telegraphs and in the mass media and he implied that they had not been very successful in obtaining them. Colonel Morency explained that the Board was concerned only with Federal Government services and not with the services provided by private companies, such as the telephone company.

The gentleman then noted that both the public and private services are intertwined and it is hard to speak of one without talking of the other. A young man mentioned that there was a serious failure to provide services in French in the Bell Telephone Company and that Francophones were treated as second class citizens. Mme Raymond drew to the attention of the group the existence of the Official Languages Commissioner and gave the group his telephone number. Another gentleman present noted that without the services being provided by the Provincial Government as well, a bilingual district would not be very much help. A professor returned to the question of having civil servants who are themselves Francophone so that they can speak to the public first in French rather than using French as a second language. He thought that this indicated the need for the recruitment of a larger number of Francophones in the Federal Civil Service in the Sudbury region. He thought that, if there were a population which was fifty fifty French and English, then half of the Federal Civil Service posts should be filled by Francophones. He noted also, that bilingual districts will create difficulties if the districts are significant in terms of rendering services. If they do not succeed in providing services, there will be fewer difficulties but of course they will then be less successful in achieving their intended goal.

Mr. Doré noted that in his opinion bilingualism was more important culturally than linguistically. By this, I think he meant to say that the fact of a French life was more important than the question of obtaining government services in French.

Colonel Morency then put up the map of Northern Ontario and explained the concentrations of Francophones in Northern Ontario. We then asked the question whether or not all of Northern Ontario should be included in a prospective bilingual district or only the North Eastern portion where the Franco-phone minority was much stronger. We also asked, whether the people in the area of Sudbury had rapport with the people in the Western part of Northern Ontario. One man answered that the group in Sudbury did have a cultural rapport with North Western Ontario. Mme Raymond asked what the reaction of the majority of Anglophones would be in the area to the creation of a bilingual district in the north. One man replied that the Anglophones are totally ignorant of the French fact and indifferent to it. There was no violent antipathy toward the Francophones but indifference. A woman asked why the reaction of the majority was important to us. Mme Raymond explained that the Board must consider the reality of the reaction of the majority of the population in an area. One of the women present said that the Anglophones are sufficiently secure, that they would not likely be worried by

the creation of a bilingual district. Judge Monnin asked if the group had cultural relations with the people in the area of Kenora and Fort Francis. There was no clear answer to this question. Our meeting concluded about 10:30 p.m.

SAULT STE. MARIE

We had a meeting at eleven o'clock on the morning of August 13th, with a group of three Francophones in the Sault Ste. Marie area. The guests present were Mme Gabrielle Fortin, Mme Savoie, and M. Lachance. I believe all three were teachers in local schools. Father Regimbal presided and explained the nature of the Act and the function of the Board.

In reply to our questions we were told that the federal services in the Sault included National Revenue, Customs, National Health and Welfare, Agriculture, Environment, Manpower, Indian Affairs, National Defence, Post Office, Public Works, and Department of Transport. Mme Savoie said that there is only one person in the Unemployment Insurance Commission's office who can give services in French and that has occurred more by accident than by design. According to her the Sault used to be completely English but is now more conscious of the French fact because there is a larger number of Francophones. There are no French services in radio, but there is French TV service on cable, which apparently few people receive. M. Lachance noted one tends to speak English by habit in federal offices. When asked, he said that the Francophones would use French services if they were provided. In reply to Colonel Morency's question of whether or not there were many unilingual Francophones in the Sault, the people present said no, but that there were a few, a number of whom had come to the Sault from Quebec and the East. Mme Raymond asked if the local Francophones created a demand, if they asked for services in French. The answer was in the negative. Father Regimbal asked if the local Francophones realized that they had a right to speak French when obtaining federal services. The members present said that they did not think that the Francophones were aware of this. M. Lachance said that the Francophones were aware of Mr. Spicer's office and his function. M. Lachance had already received a copy of Mr. Spicer's pamphlet, but I got the impression that they had made very little use of Mr. Spicer's services.

Professor Mackey asked what percentage of the Francophones would participate in ACFO? Mme Fortin replied that there was a good deal of participation in social events such as dances. Mme Savoie recounted a story of her sister who was of French maternal tongue, but whose children go to English schools and do not speak French. There is apparently a French school or perhaps, I should say there are French

schools, but they are only elementary schools. There is no completely French secondary school because there has not been sufficient demand and the children also choose English subjects. The transition point from the French stream of education to the English stream is at the termination of grade eight. A great many French children speak French at home until they go to school and then they begin to talk English outside of their homes and at school. The French population is not concentrated in anyone area in the Sault, but is dispersed throughout the city. There is one bilingual parish.

In reply to a question from the Chairman about whether or not the Francophones in the Sault looked toward the east or the west for their cultural contacts, we were told that they looked east toward Sudbury and Blind River. Mme Fortin said that there is more interest in French among the older Francophones in the west end of the city of Sault Ste. Marie than among the younger Francophones in the Eastern end of the Sault. M. Lachance said that, while this was true, his impression was that the younger Francophones are now becoming more interested in French. When asked about the nature of a bilingual district, the group said that they would have no opposition to being included in a bilingual district which also contained Sudbury. They thought there would be a positive advantage to be included in such a district.

At noon, we had lunch with three aldermen from the Sault Ste Marie City Council, Messrs. Syms, Chisholm, and Hyrnuik. The first two of these gentlemen were very favourable to the inclusion of Sault Ste. Marie in a bilingual district. Mr. Syms said "There is definitely a need for French services in the Sault". Mr. Hyrnuik had more reservations, perhaps because of his own Ukrainian origin and because he was closer to the other ethnic groups in the Sault. He advanced the usual arguments which come from this quarter. He thought that people would ask why preference was being given to one linguistic group rather than to another and that there would also be some fear that there would be more jobs for Francophones than there were for other ethnic groups.

THUNDER BAY

After our arrival in Thunder Bay from the Sault, we proceeded to the city hall to have a meeting with mayor Assef and his executive assistant. The Chairman presided at this meeting and explained the work of the Board and the nature of the Act.

We asked what the deviding line was between the inter-lines of Sault Ste. Marie and Thunder Bay and were told that the towns of Marathon, Wawa and Manitouwadge would constitute

the division point between the two areas. That means, of course, that the deviding line is really the county line between Algoma and Thunder Bay. We were also told that people from Rainy River area tend to go to Winnipeg for their federal services. Mr. Mackey asked, if there would be objections from the people in Thunder Bay to their being included in a bilingual district. Father Regimbal noted that the number of Francophones in Thunder Bay had increased considerably since 1961 and asked why this had occurred. Mayor Assef said that he could not say. His impression was, that there was an even greater increase in the number of Italians and others and the figure for the city of Thunder Bay would show that the whole area had increased considerably. He said that his impression was also that there used to be far more French speaking people than there are now. He thought that the Francophone group was greater before 1961 than it is now. This point might be worth checking from previous census results.

M. Blanchette from the Secretary of State's local office in Thunder Bay, accompanied us to this meeting and said at this point, that he believed that a few Francophones were moving into the area from Manitoba and Northern Ontario, but not many from the Maritimes. In reply to our question about the attitude of the City Council to a bilingual district, the mayor said that he personally and probably the Council would be in favour of anything that made Thunder Bay a growth area. His executive assistant noted that the Ontario Government had published an interesting pamphlet in 1970 entitled "Design for Development for North Western Ontario" and suggested that we should get a copy of it. Father Regimbal asked if the people in Thunder Bay considered themselves to be part of Northern Ontario. Both the mayor and his assistant said that the phrase North Western Ontario would be more common than Northern Ontario. The Executive Assistant, who had an ethnic name I believe, asked us if we had held any public meetings. This concluded our interview with the mayor.

In the evening, we met with a fairly large group of Francophones numbering about fifteen to twenty people. Perhaps the most articulate person was Professor David Lewis from Lakehead University. Apparently, he was born in France. The Group also included two students who were of English maternal tongue. Father Regimbal presided at this meeting and explained the functions of the Board and the purpose of the Act.

Professor Lewis spoke first and said that Thunder Bay is a sort of metropole for Northern Ontario, especially for the Francophones. It is the connecting link with Manitoba and an element of Canada in microcosm. He noted that Thunder Bay has a very varried ethnic mixture, many persons being of latinorigin. He felt that the mixed ethnic fact required something other than the use merely of the English language.

In response to a question from Mme Raymond, Professor Lewis said that he had no desire to irritate the majority of Anglophones who were in Thunder Bay, but he noted that there were no French radio or television services in Thunder Bay and no French Library. He believed that such facilities should be provided. Mme Raymond pointed out that Section 9 (2) of the Act could be used to provide such service. Professor Lewis distinguished between what he called administrative bilingualism and cultural bilingualism. He believed that bilingual districts might serve the first purpose but was dubious that they would be of much use to the second purpose. A student who said he was speaking for other Francophone students said that the Francophones in Thunder Bay do not have much opportunity. They have to go to St. Boniface or other points in Manitoba to improve their French. He wondered why it was necessary for them to leave Thunder Bay and to go to places like Manitoba, in order to get jobs and in order to survive in their French culture. He said that Thunder Bay is loosing most of its younger Francophones because of this situation. If there were a bilingual district, this immigration might be prevented and the French population might increase.

Colonel Morency asked if the Francophones in Thunder Bay asked for federal services in French. The student replied in the negative, saying that it was not worth the effort. The Italians are far more numerous than the French and they would complain and want federal services in Italian and also want jobs. Father Regimbal noted that the French population had increased in Thunder Bay, but several people present said that this was truer in the minds and in the small towns. Father Regimbal asked, if Thunder Bay were included in the bilingual district, would the Francophones ask for their services in French? A man said that there was no use in asking for French services at present because they do not get any French services. Father Regimbal asked if it would not be an advantage for the French in Thunder Bay to be in a bilingual district and M. Blanchette replied in the affirmative. A woman also noted, the departments always ask you to talk English and to fill in forms in English. M. Beaudry noted that there were many Québequois in Thunder Bay who do not speak any English. Mr. Mackey then asked if there were a lot of unilingual Francophones in Thunder Bay and the answer was yes. M. Blanchette said that they were from North Western Ontario. Colonel Morency asked if a bilingual district were recommended, what the reaction would be from the majority? At this point several people spoke at once and they seemed to say that some members of the majority would feel that French was being forced down their throats. One woman said that the typical Anglophone reply was "We need both languages in Canada but not in Thunder Bay". A woman said that the

ethnic groups in Thunder Bay believed that the Francophones were wise to ask for their rights and that it was the Anglophones who think it is foolish to provide French services. Miss Watling, one of the English maternal tongue students present, said that the younger Anglophones would support the French fact and their creation of a bilingual district, but that it was necessary to ask the older Anglophones. She thought that the older Anglophones might have a violent reaction to the proposal because they do not understand the Act. A woman present agreed with Miss Watling and complained that there had been no publicity or explanation as to what the Official Languages Act was all about. What little publicity there had been was directed against French Canadians. People asked why French should be favoured. The local radio station had for instance made remarks such as "Why should there be hyphenated Canadians?"

Father Regimbal asked what would happen to the local Francophones if there were no bilingual district? One man replied "Nous avons perdu". A woman present asked why we should be bothered with the reaction of the English. One of the man present had been born in Quebec and said that he had lived for many years in Montreal and he understood well what a violent reaction there might be from the French majority in Quebec against the English if bilingual districts were created in Montreal, therefore he understood the likely reaction of the English in Thunder Bay. A young man noted that it would not be the Anglophones who would react violently but the other ethnic groups. An older woman disagreed with this point of view. A young English speaking student, Mr. McLeod, said that he did not see why it was necessary to create a bilingual district and why French services could not simply be provided without raising a great fuss. The Chairman pointed out that this was a possibility under Section 9 (2) of the Act. Dr. Lamontagne asked if the people in the area wanted a bilingual district. There was a general expression of agreement. Father Regimbal noted that a bilingual district offers a group collective rights while Section 9 (2) tends to offer individual rights. Dr. Lamontagne noted that he had looked in the telephone directory and seen a listing of a good number of federal offices in Thunder Bay. Professor Lewis said that, if there were a negative reaction to a bilingual district, it would not probably last very long. If there were more publicity about the Act and about the bilingual district, there probably would be less opposition. He noted that more French is now taught in Thunder Bay and their attitudes may change. He thought that the Board should examine the problem from a long range point of view, trying to estimate what would happen in ten years. Father Regimbal noted that the Board had considered at some length the problem of publicizing the nature of the Act, but had decided

that it was not the primary responsibility of the Board to educate the public on this subject, although we agree that there is a great need for such action. He noted also that the responsibility for utilizing the facilities of the bilingual district rests on the minority, the French in Ontario, and the English in Quebec. Judge Monnin reviewed the figures for the Thunder Bay area and said that he did not want to pour cold water on the idea of a bilingual district, but it was necessary to note that Thunder Bay had a very small percentage of persons of French maternal tongue. A young French student said that the people in North Western Ontario in Dryden and Kenora, for example feel closer to Winnipeg and Manitoba than to Thunder Bay. Father Regimbal who reviewed the change in the ACFO position from being opposed to a bilingual district for the whole of Northern Ontario, to favouring bilingual district for this same area. Father Regimbal then asked whether the group was in favour of including Thunder Bay with the Eastern portion of Northern Ontario. The young man repeated that he would rather have the Thunder Bay area attached to Manitoba. Father Regimbal asked for a vote on this point and eleven people voted for it. When Father Regimbal asked how many in favour of extending the bilingual district to the border of Manitoba, about thirteen people or nearly all of those who were present, voted for the proposition.

GERALDTON

We flew to Geraldton and had a meeting there with four persons, three of whom were from Longlac, M. Ouellette, M. Gauthier, le Père Veilleux, and M. Blanchette who came to the meeting from Thunder Bay. Father Regimbal presided and explained the nature of the Act and the functions of the Board.

M. Ouellette said that it was very difficult to ensure the survival of the French fact in the area of Geraldton and Longlac. There was no French radio station or television in Longlac. There is French radio station in Timmins which has been in existence since 1952, but its programs are not received in the Longlac area. Geraldton has a French radio relay station. M. Ouellette noted that a good number of Francophones have come to the area from Quebec and many of them know little or no English. M. Gauthier noted that there was a separate school in Longlac which is half French and half English, including 130 Indians who speak English. He said that he believed that our figures are wrong for the Longlac area and that the percentage of Francophones is actually about 60% because there have been many recent arrivals from Quebec. Dr. Lamontagne asked what federal offices there were at Geraldton. M. Ouellette replied that there were Unemployment Insurance offices there and that is about all. He too doubted that our census figures are correct because he said the 1971 census forms were distributed in English. Dr. Lamontagne asked if most of the federal services are located in Thunder Bay

and he was told by M. Gauthier that that was true and that there was only one Francophone Civil Servant in Thunder Bay. M. Blanchette noted that the Federal Government has sent a professor of French to give intensive courses in French to Civil Servants in Thunder Bay.

M. Ouellette said that if Thunder Bay had bilingual Civil Servants, there would be a great advantage for all of the Francophones in North Western Ontario. Dr. Mackey asked if the group requested their services in French. M. Ouellette replied that the Ontario French ask in English, but the Quebec French ask in French. Dr. Mackey asked if the group would use French services if they were available. M. Ouellette said "Yes definitely". M. Blanchette remarked that the Francophones have got used to using English and it is only the new arrivals who use French. Mme Raymond asked how many unilingual French there were in the area and M. Ouellette replied that although the young people are bilingual, 20% of the people in Geraldton and Longlac would be unilingual. Mr. Morrison asked if the figure of 25% French maternal tongue for Geraldton was correct. M. Ouellette replied that it probably was. He also noted that the attitude of the young is different. The young French people coming from Quebec arrive with a very different point of view in politic, culture and religion that he described as radical or revolutionary.

Dr. Lamontagne asked if the Francophones had any associations in the area. M. Blanchette said that there were no active units in this area. Father Veilleux said that the situation here was very different from that in Hearst and east of Hearst. He had been born and raised in Hearst and he said that there were many more associations of Francophones in Hearst and east of Hearst than there were in Geraldton and Longlac. M. Gauthier explained that the bilingual school has two sections, French and English, and that the school provides the same courses in French as it does in English. M. Ouellette noted that the students arriving from Quebec are much more advanced in French than the Ontario students are.

Father Regimbal asked what the reaction would be to the whole of Northern Ontario being made into a bilingual district. M. Gauthier said that all the Francophones would favour it but the Anglophones would not likely be happy.

We then took a look at the map and studied the possibility of finding borders for a southern part of the Thunder Bay district which would permit us to draw lines that would include the towns that had concentrations of Francophones of more than 10% and perhaps also Thunder Bay, but which would not include a great region lying north of these towns. M. Blanchette said that

the people in Rainy River get most of their services, certainly their business services, in Winnipeg. M. Gauthier confirmed the point that had been made elsewhere, that the deviding line between Eastern Northern Ontario and Western Northern Ontario is the border between the districts of Algoma and Thunder Bay. He mentioned the town of White River as the deviding point between the two districts.

KAPUSKASING

At 3:45 p.m., we met with three Francophones from Hearst in Kapuskasing since the landing strip in Hearst was too wet to permit our plane to land there. Our three guests were Messrs Bernard, Tremblay and Germain, all of whom were young professors at Hearst College, a branch of Laurentian University in Hearst. Father Regimbal presided and explained the nature of the Act and the functions of the Board.

Mme Raymond asked if the visitors thought that the addition of Thunder Bay to a prospective bilingual district for Northern Ontario would reduce the chances of the Francophones in the eastern portion of Northern Ontario, getting bilingual federal services. M. Tremblay replied that it might since Thunder Bay was a long way from the eastern area. In reply to a question from Professor Mackey, as to where the people in Hearst get their federal services, M. Tremblay said that the regional offices were in Timmins and Sudbury. Hearst has Manpower offices and CBC radio (CJBC from Toronto). I asked if Hearst Francophones had any cultural relations with areas west of it, for instance, Longlac and the answer was no.

Mr. Mackey asked what language the group used when asking for federal services and M. Tremblay replied that there was no difficulty in getting federal services in French in Hearst, although it was more difficult to get such provincial services as police and Natural Resources in French. M. Germain said that federal French services were not very good in Timmins and Sudbury; for instance, one gets Unemployment Insurance services in English in Timmins. M. Bernard said that there were fewer French services in Cochrane; in fact, it was very difficult to get services in French there. M. Tremblay said that even Hearst was not a paradise for French services. Hearst people did not need to go to Cochrane since the offices in Cochrane were similar to those in Hearst. "Hearst is more French than Montreal", he remarked. He also said that there are few unilingual Francophones in Hearst, but a number of Québequois who are unilingual arrive in Hearst.

In reply to a question, M. Germain said that Francophones

in Hearst feel closer to Quebec than to North Western Ontario. M. Bernard mentioned that when he organized a conference recently, it was for "North Eastern Ontario". (This was the first time I had heard this phrase used to describe this area of Ontario.) M. Tremblay noted that Hearst has a French judge.

Father Regimbal outlined the possibility of a bigger bilingual district in Northern Ontario, which would include Thunder Bay and asked whether the group would prefer a bigger area that had a smaller percentage of F.M.T. or a smaller district with a larger percentage of F.M.T.. M. Tremblay replied that if there were a large enough percentage in the bigger area he would prefer it in order to assist the weak. Mr. Morrison explained the advantages of a smaller concentration which would provide greater strength for the minority. Dr. Lamontagne noted that if the weaker groups were omitted, they could disappear.

Father Rebimbal asked the group if they believed that there was a Northern Ontario French community? M. Tremblay indicated that he thought it was marginal since the Western area of North Eastern Ontario. M. Tremblay said that one needs a certain number of educated people to make a community viable. (M. Tremblay and M. Bernard both teach Sociology). Father Regimbal remarked that if it was possible to create a bigger district, there was a possibility of their being a larger thriving community. Dr. Lamontagne asked if the group was in favour of assisting the people in Thunder Bay area. M. Tremblay said that that was an embarrassing question. M. Bernard repeated M. Tremblay's point that it was necessary to have a certain number of the minority to validate a community.

ROUYN

We had a meeting for Anglophones at 8:30 p.m., but by 9:00 p.m. only one, Mr. Semple, a Chemical Engineer originally from Manitoba, had turned up. Mr. Semple is a member of the Regional North Western Quebec Protestant School Board. The school in Noranda-Rouyn has 250 high school students and 150 elementary. There is still a dissident Rouyn Protestant School Board which claims its existence under Section 93 of the B.N.A. Act. The federal services available in the twin cities include National Revenue, the Post Office, Unemployment Insurance, Indian Affairs, RCMP, Secretary of State, Manpower, and Customs. There are two English TV channels (one from Timmins which is bilingual) and one CBC radio network station. Mr. Semple said he did not believe there was any difficulty in getting services in English.

Father Regimbal said that the statistics showed a decline in the Anglophone population in Noranda and Rouyn since 1961 and asked what the cause would be. Mr. Semple said that Noranda had originally been 80% English fifty years ago, but the older people retired and the children did not tend to stay, moving to other provinces. One reason was that there was no English CEGEP in the area. The Chairman noted that there had been a decline in the total population of the area and asked the cause. Mr. Semple said that there was less mining than formerly. Mr. Mackey noted that the French population had increased in Noranda. Mr. Semple said that there was some assimilation of the English to French. Father Regimbal asked how many Anglophones would be unilingual. Mr. Semple hesitated to give an answer because he did not know but guessed a figure of 50%. Mr. Morrison asked if the Anglophones would move out when mining deteriorated further. Mr. Semple said no because the English are technical personnel and most of them are not involved in mining but in smelting, which is increasing. Mr. Morrison asked if the English would stay. Mr. Semple said that he thought so, as long as English education was available.

Father Regimbal asked if there were any relations between North Western Quebec and North Eastern Ontario. Mr. Semple said that there were, both English and French. There was considerable interchange between Kirkland Lake, Timmins, Sudbury and Rouyn and Noranda in sports. Mr. Mackey asked where people travelled. The reply was to Montreal and Toronto. Mr. Morrison asked if there were any fear among the Anglophones about their language rights. Mr. Semple replied in the affirmative, noting that when the Fremont mine closed, the Anglophones wanted to stay but couldn't get jobs locally because they weren't bilingual. Mr. Morrison asked if there was any tension between the two groups. Mr. Semple said "Not much". If the Anglophones feel threatened, they move out, although those without much education have difficulty moving out because they can't find jobs.

M. Morency asked if there were any English cultural associations. The answer was churches, lodges, some leisure activities. In reply to a question about work, Mr. Semple said that the manager of the Noranda Mines was French and that there were a number of Francophones in intermediate management positions. Mr. Morrison asked if the Anglophones looked to the Federal Government for protection and Mr. Semple replied in the affirmative. The Chairman asked if the English would care if there were no bilingual district proclaimed in the area and Mr. Semple said they would feel threatened in that case. Later, after Section 9 (2) had been explained, he said they probably would not feel threatened so long as federal services continued to be available in English,

as they are now. The Chairman asked if the French majority would oppose a bilingual district and Mr. Semple said he thought the young might.

At this point, about 10:00 p.m., another Anglophone School Board member arrived. I have not got his name available unfortunately, but Mr. Semple left and we continued the discussion with Mr. P.. We asked him many of the same questions but got quite different responses. Mr. P. was much more militant. He had been born in the area and lived most of his life there. He said that the Anglophones received federal services in English. He expressed much more concern than Mr. Semple about the threat to the English. He believed that the English would increase in Temiskaming and Noranda because new industries were opening, such as Tembec, at Temiskaming, and expanding, such as smelting in Noranda. He thought that Anglophones had a future in the area since they were "adaptable" and the young were learning French, although the local school had no immersion course in French. He said that he and most of the Anglophones of his age in the area had been born locally and he for one would fight for his English rights. If there were no bilingual district, the English would feel threatened and would be discouraged and want to leave. The Chairman asked if the services were continued in English under Section 9 (2) would the Anglophones feel threatened if there were no bilingual district and Mr. P. replied, "Yes, probably".

On Wednesday morning, we met with a group of six Francophones. Most of them were teachers or were associated with teaching. Mme Raymond presided and explained the Act and the work of the Board. Dr. Lamontagne asked if federal services were bilingual. Mr. Van Eyk replied "Yes, definitely. The manager of the National Revenue office used to be an Anglophone." Mme Raymond asked what the reaction of the Francophones would be to the creation of a bilingual district. Mme Julien said it would be favourable. The male teacher said there would be no problem if it were only a matter of providing the services which now exist. Several pointed out that only 10% of the Francophones would oppose a bilingual district and they would be the young "student radicals". Mr. Van Eyk said the English were oriented to Toronto rather than The Gazette. Mme Raymond asked if the English were unilingual. One of the women said that the young Anglophones in the R.C. school were speaking and learning French. She added that 15% of the Anglophones go to the French secondary school. Mr. Van Eyk said there

were relations between North Western Quebec and North Eastern Ontario. The first French bank manager arrived seven or eight years ago, but now all the bank managers are Francophones.

At this point three of us, including myself, had to leave to catch our plane. I hope that some of the members who remained will report on the rest of the discussion.

BILINGUAL DISTRICTS ADVISORY BOARD

Impressions of our Visits to Sudbury,
Sault-Ste-Marie, Thunder Bay, Geraldton,
Kapuskasing, Rouyn/Noranda.

by

W.F. Mackey

What all these Ontario communities have in common is the will of the Francophone minority to maintain its language in a context dominated by English in all federal, provincial and municipal services. There are, however, differences between areas, due largely to the relative size, make-up, organization and distribution of the Francophone population of Sudbury, Sault-Ste-Marie, Thunder Bay, Geraldton, Hearst (Kapuskasing) and the Anglophone population of Noranda.

SUDBURY

This seems to be just the sort of area for which bilingual districts were intended. Here is a large Francophone population with its own elite, its own school and university facilities and a will to survive. In spite of the large proportion of French-speakers, no services have been offered in French, there is no French mass media and the communication networks are geared to serve an English-speaking population (it seems impossible here to send a telegram in French).

The Francophone population has often seemed discouraged with attempts at language survival and revival. The community leaders who still continue to struggle for the survival of the language are no longer satisfied with half measures. They are no longer impressed with tokenism but insist on a bilingual or Francophone Civil Service which can give them a certain measure of understanding. They also seemed worried about the already ingrained habit of the Francophone population to use English when dealing with the Federal Government and other services.

A bilingual district in the area could be of great help in promoting survival of French, despite the indifference of the Anglophone population.

SAULT-STE-MARIE

Although this area has a smaller percentage of Francophones, there is a small but active local group with its own French (bilingual) schools. French cultural activities and French and bilingual parishes with bilingual liturgy are a characteristic. There have not however, been any services offered in French at the federal, provincial or municipal level and the Francophone population - largely bilingual - has been in the habit of asking for her services in English.

The bilingualization of the Francophone population, if not effected within the home as a result of intermarriage, is brought about through dealings outside the home especially in out-of-class contact at school. Although the English language is likely to dominate most mixed marriages - of which there are many - there are French schools where all subjects except English are taught in French. But even here the inter-pupil language is likely to be English - even between Francophone children. This affects the language used between children within the home. There is a strong desire to learn English well, since all secondary education is done in that language.

Nevertheless, the English-speaking majority, as far as the elected municipal representatives are concerned, seemed well disposed to the French fact.

Although Sault-Ste-Marie does not have the required 10% for becoming itself a bilingual district, it would benefit from being attached to or becoming a part of a bilingual district.

THUNDER BAY

Thunder Bay plays the role of the metropolis for the whole of Northwestern Ontario. As such, most federal offices for the entire region are located there and several Francophone communities within a radius of two hundred miles or more depend on this city for their major federal services. This area also plays the role of transition region and population link between East and West.

It is a multi-ethnic area including some thirty linguistic minorities; in its main industry however, two minorities are dominant, the French and the Finns. Although there is evidence of some ethnic rivalry, we were told that the other minorities were somewhat sympathetic to the demands of the Francophone population.

This French-speaking minority has not yet been able to obtain services - including federal services, television and radio - in their own language. The presence of these

other minorities, it was felt by some, would promote a tolerance of bilingualism.

Although the mayor of the city seemed not to mind one way or the other, most Francophones seemed keen on being included by some formula within a bilingual district, although they do not total 10% of the population. The English might, they admit, object; but only initially. In the long run these objections would die out as soon as it was seen that they deprived or harmed no one.

GERALDTON

Although this is one of the few areas in which the Francophone population seems to be on the increase, it is a part of Ontario in which the French language seems to be losing ground. Since there is a constant in-migration of Francophones from Quebec, this language loss seems to be directly related to the lack of services in French and to the absence of a number of essential Francophone community activities. One of these services which the population finds it impossible or difficult to receive is French television and radio programmes; and this was pointed out as being of very great importance in this isolated community. Nearly all federal services here and in the related servicing centres are in English, so that the French-speaking immigrants from Quebec have to use local bilinguals as interpreters when dealing with the local federal offices.

The fact that there are no everyday models of French - as would be possible through television and radio - makes it difficult to preserve the language intact from one generation to the next. The only instrument for language survival is the bilingual school, which is really a parallel school in which half the classes are all English (with French as a subject) and the other half are "bilingual, that is, French is used as a medium of instruction and the English mother tongue programme is taught as a subject.

The French-speaking minority badly needs the models and reinforcements of French language radio and television. For this and other reasons, their representatives expressed enthusiasm for being included in a bilingual district, and gave assurances that if they were, the Francophone population would eventually get into the habit of asking for services in French.

HEARST and KAPUSKASING

Hearst is one of the towns of Northern Ontario where the French language is definitely dominant; Hearst, it has been said, is more French than Montreal.

In contradistinction to Geraldton, Thunder Bay and even Sudbury, services are offered in French. Nevertheless, the Francophone population of Hearst, which is oriented Eastward, has to go outside - to Sudbury, Timmins and Cochrane - for some of the federal services, and these they receive generally in English.

Although the English-speaking population of 15% has not learnt the language of the local majority, it is nevertheless possible to live in French in Hearst.

If the town were to be included in a bilingual district along with Sudbury and Cochrane, it might then be possible for the Francophone population of Hearst and environs to obtain all their federal services in French. Finally, a federal bilingual district would give value to the French language in the eyes of both the majority and the minority.

ROUYN/NORANDA

This twin city, which is located entirely in Quebec, is really an extension of the complex of Northern Ontario mining towns, created largely through Toronto-based mining and paper companies.

For some time, English, the working language of the companies rather than the French of the majority, was the dominant language. It was only in the mid-sixties that services in French in the regional taxation office became current and it was pointed out that until a few years ago the manager of the Toronto-Dominion Bank was a person who did not understand French. At present the mines are still administered in English by a Toronto-oriented Anglophone population.

In this context, it is not surprising if the English-speaking population have no trouble obtaining services in English. The creation of a bilingual district in this town would be interpreted by a small but vocal French minority as an act designed to reinforce this privilege of the Anglophone minority.

In sum, there are no complaints about bilingual services in this area, and the creation of a bilingual district is not really needed. In fact, we were advised by a long-time resident of the town to leave well enough alone. The town is already functioning as if it were a bilingual district.

Visite du Nord de l'Ontario et du Québec12-15 août 1973Dimanche 12 août 19731. Sudbury - a) Rencontre des maires et du gouvernement régional

Attitude plutôt neutre des représentants élus de la population.

b) Rencontre des chefs de la communauté francophone
Groupe dynamique, intéressé.

Beaucoup de questions sur les bénéfices de la loi, sur les modes de délimitation des districts, sur le choix des fonctionnaires. Plusieurs se montrent sceptiques et vont même jusqu'à douter de l'utilité du Conseil; ils craignent des conflits avec le gouvernement provincial. D'autres font valoir qu'il y a place pour certaines améliorations en matière de services fédéraux tels que Air Canada, Radio Canada, la Gendarmerie, les tribunaux, les postes, etc. Ils croient que la seule façon de réussir, c'est de renseigner la population et de ne pas brusquer les demandes. "C'est un espoir qui, comme tous les espoirs, doit être aidé par des réalités."

Lundi 13 août 19732. Sault Ste-Mariea) Rencontre des représentants francophones

Il existe une douzaine de bureaux fédéraux dans la ville. Si l'on y parle français, c'est par accident. Il n'y a pas de radio, ni de télévision française. Au reste, même la transmission des programmes anglais est mauvaise; elle vient par câble d'Elliott Lake.

Les francophones, en général, ignorent qu'ils auraient avantage à s'adresser en français dans les bureaux fédéraux; la population francophone est très dispersée; sur 21 paroisses il n'y en a qu'une bilingue. Il y a des écoles françaises (bilingues) mais les enfants parlent anglais à l'extérieur et même à l'intérieur du foyer. Il y a beaucoup de mariages mixtes. Les plus anciens parlent davantage français.

Toutefois les activités sociales réussissent très bien, grâce sans doute au travail efficace de l'animatrice de l'ACFO. On remarque un regain de vie française chez les jeunes; ils voyagent beaucoup plus et ils découvrent le monde français.

Les relations que la population francophone entretient sont plutôt du côté de Sudbury et d'Elliott Lake, pas beaucoup vers l'Ouest, ce qui est peut-être un aspect à améliorer.

Nos interlocuteurs croient que la création d'un district bilingue aurait des effets bénéfiques.

b) Rencontre des représentants du Conseil de ville

Rencontre très cordiale. Tous ces anglophones se déclarent en faveur de la création d'un district bilingue au nom de la justice. Si les anglophones peuvent avoir tous les services qu'ils veulent en anglais, y compris la radio et la T.V., pourquoi pas les francophones? On ne peut refuser aux uns ce qu'on accorde aux autres.

3. Thunder Bay

a) Rencontre du maire et du secrétaire du Conseil de ville

Le maire est un homme d'affaires et un politicien avisé. Il constate que la population francophone augmente. Même si sa ville n'a pas encore la proportion minoritaire voulue, il reconnaît qu'elle possède tous les services fédéraux nécessaires et qu'elle constitue un centre vers lequel converge la population des petites villes environnantes qui ont la clientèle francophone. De la sorte, si la création de services bilingues fédéraux contribuait à faire de sa ville le centre commercial et culturel du Nord-Ouest de l'Ontario, il serait très en faveur.

b) Rencontre de représentants de la population francophone

Le Nord-Ouest de l'Ontario est un cas spécial. Thunder Bay en est le centre, mais la ville même n'a pas la population francophone nécessaire pour être déclarée district bilingue. Cependant c'est elle qui dessert un arrière-pays qui a plus que la population francophone nécessaire. Ce territoire géographique constitue un tout indivisible; c'est le centre du pays entre les francophones du Manitoba et les francophones du Québec et du Nouveau-Brunswick.

Or s'il n'existe pas de services bilingues pour toute cette population, elle est en grand danger d'être absorbée par ce milieu unilingue anglais. Il faudrait quitter la ville pour que les jeunes parlent français. Certains des nouveaux venus ne parlent pas anglais. Ils se sentent perdus s'ils n'ont pas la garantie qu'offrent les districts bilingues. Il n'y a ni radio, ni télévision françaises.

Il se peut qu'il y ait une réaction négative de la part de la majorité. Mais le gouvernement sait qu'il s'agit de travailler pour l'avenir, qu'il faut faire comprendre la situation à la majorité. Expliquer, informer, faire de la publicité, tout cela est indispensable.

Le groupe se prononce à l'unanimité en faveur d'un district bilingue du Nord-Ouest de l'Ontario jusqu'aux frontières du Manitoba.

Mardi 14 août

1. Geraldton (Longlac)

a) Rencontre des représentants francophones de ces deux municipalités

Notre visite avait été sollicitée et elle a soulevé beaucoup d'enthousiasme. Ces gens ont travaillé pour conserver leur langue; cependant, ils n'ont aucun préjugé contre les anglais.

Geraldton reçoit la radio française de Toronto. Pas Longlac. Pas de télévision française qui, cependant, aurait une influence énorme sur la conservation de la langue.

Tous les services sont à Thunder Bay.

Il y a beaucoup d'unilingues francophones parmi les nouveaux arrivés (environ 20 p. 100). Il n'y a pas de club social ni d'associations. La région comprend trois comtés Thunder Bay Est/Fort William et Port ARthur.

Il faut faire quelque chose et vite pour empêcher que la population francophone ne s'anglicise, en particulier assurer des services fédéraux bilingues à Thunder Bay y compris la radio et la télévision.

2. Kapuskasing (Hearst)

C'est dans cette ville que nous avons rencontré une délégation francophone de Hearst.

A Hearst, pas de problèmes, tous les services fédéraux sont bilingues. La radio française vient de Timmins et de Toronto; la télévision française, de Radio Canada, Ottawa. Les services qui n'existent pas à Hearst, on va les trouver vers l'Est à Toronto, Timmins, Cochrane, Sudbury. Peu de relations vers l'Ouest, avec Thunder Bay, par exemple. La population du Nord-Ouest devrait avoir ses propres services bilingues qui auraient pour elle une grande importance de valorisation..

3. Rouyn-Noranda

Rencontre de représentants de la collectivité anglophone

La minorité anglophone a tous les services qu'il lui faut sur place en anglais. Sinon, elle doit les chercher à Montréal. La population anglophone diminue; d'autres mines vont fermer. Elle n'est pas organisée. Elle aurait sûrement avantage à apprendre le français et à parler couramment les deux langues officielles.

Mercredi, 15 août

Rencontre de représentants du groupe francophone

Les services fédéraux sont déjà assurés dans les deux langues officielles. Il n'y a aucune difficulté. C'est une ville heureuse, sans problèmes d'ordre linguistique. Il y a deux chaînes de T.V. anglais et une française. Chaque groupe a son journal. La population anglophone est plutôt orientée vers Toronto; elle est abonnée au Globe & Mail; les sièges sociaux des compagnies minières sont à Toronto. Les plus de 40 ans ne parlent généralement pas le français, mais la jeune génération est bilingue. La proportion de la minorité est très juste: 9.2 p. 100; elle est en baisse, comme l'économie; il se pourrait qu'elle soit aujourd'hui à 8 p. 100. Il n'y a donc pas lieu d'y créer un district bilingue.

Conclusion

La seule façon de relier au Québec le million de francophones du reste du pays est par la route du Nord-Ouest de l'Ontario, la vallée de l'Outaouais. C'est bien ce que voulait faire le curé Labelle avec son chemin de fer du Nord qui, dans ses plans, devait se rendre jusqu'à Winnipeg. En 1883, il écrivait au curé Filion:

"Soyez tranquille, je m'en vais au Nord-Ouest avec mes gens des cantons de la "Rouge". Les deux rivières qui portent le même nom de la "Rouge" la mienne et la vôtre, sont appelées à se joindre. Nous nous acheminons tranquillement vers les belles et fertiles régions de la baie James. Une fois là, nous nous donnerons la main."

Leopold Lamontagne

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

Compte rendu des rencontres tenues
à Châteauguay centre, Ormstown, Huntingdon,
Cité des Deux-Montagnes, Lachute, Brownsburg,
Cowansville, et Knowlton dans la province de Québec

- les 20, 21 et 22 août 1973 -

Ce préambule fait état des dates, endroits et personnes rencontrées aux endroits indiqués. Les commentaires pertinents à chacune de ces rencontres, tels que préparés par les membres du Conseil, se trouvent en annexe.

Lundi, le 20 août 1973

- CHATEAUGUAY CENTRE -

La délégation du Conseil incluait les personnes suivantes:

Paul Fox, Président
William Mackey, Comm.

Yvonne Raymond, Comm.
Neil Morrison, Sec. gén.
Roland Morency, Sec. gén. associé

Les personnes suivantes étaient présentes:

R. Gilbert Lacroix,

Gérant de district N.C.R.,
110, rue Faubert, Châteauguay

Dan Lavigne,

Gérant, 25, rue Stanton, Châteauguay

R. Sutterlin,

Maire de Châteauguay centre,
5, rue Youville, Châteauguay centre

Maurice Trudel,

Trésorier, Ville de Châteauguay centre
180, rue Molière, Châteauguay centre

Pierre L. Monette,

Directeur d'immeubles,
Châteauguay centre, 95, rue McComber,
Châteauguay

La rencontre avait lieu à l'hôtel de ville de Châteauguay centre à 9h30.

- ORMSTOWN -

La même délégation rencontrait à l'hôtel de ville de Ormstown à 11h30 les personnes suivantes:

John Whitehead,	Veterinarian and Mayor of Ormstown, 13 Gale Street, Ormstown
André Savoie,	Directeur de la Banque Canadienne Impériale de Commerce, 63, rue Lampton, Ormstown
Huntley Greig,	Dairy Farmer, R.R. 3, Ormstown
Henry Welburn,	Retired teacher, P.O. Box 69, Howick, Qué.
Gérard Primeau,	Secrétaire-trésorier, Village de Howick, 51, rue Colville, Howick
Jean-Aimé Parent,	Fermier, Maire de Howick et Préfet de la municipalité rurale, Howick, Châteauguay, Qué.
Joseph Faille,	Pomiculteur, Maire de Franklin centre, C.P. 35, Franklin Centre, Qué.
Mervin G. Barrington,	Superintendent Zephyr Textiles, 7, McBain St., Ormstown, Qué.

- HUNTINGDON -

A 15h30, la délégation rencontrait à l'Hôtel de Ville de Huntingdon les personnes suivantes:

Richard Alary,	Secrétaire-trésorier et avocat, 49, rue Churchill
Kenneth Fraser,	Membre de l'Assemblée Nationale du Québec pour le Comté de Huntingdon, Huntingdon, Qué.
J.S. Gaw,	Alderman for Huntingdon, Huntingdon
Normand Nadeau,	Alderman for Huntingdon, Huntingdon
Cyril Alary,	Journaliste, 39 Cemetery Street, Huntingdon

Ken Wright,	Journaliste, Elgin Township
Maître Claude Pilon,	Mayor of Huntingdon, Huntingdon

Mardi, le 21 août, 1973

- CITE DES DEUX-MONTAGNES -

Pour la visite des comtés d'Argenteuil et de Deux-Montagnes, la délégation du Conseil comprenait les personnes suivantes:

Paul Fox, Président,	Yvonne Raymond, Comm.
William Mackey, Comm.	Albert Regimbal, Comm.
Neil Morrison, Sec.gén.	Roland Morency, Sec. gén. associé

La première rencontre avait lieu à 10h30 à l'Hôtel de Ville de la Cité des Deux-Montagnes et réunissait les personnes suivantes:

Mrs. Gladys Symons,	Volunteer, Community Emergency Association, 100, 15e rue, Deux-Montagnes
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Herbert M. Powers,	Compositor and City Councillor, 120 Dieppe Street, Deux-Montagnes
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Olive Powers,	Housewife, 120 Dieppe Street, Deux-Montagnes
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Sylvia Goyetche,	Housewife, 67 Grand Moulin Street, Deux-Montagnes
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J.D. Goyetche,	Mayor of Deux-Montagnes, City Hall, Deux-Montagnes
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Rodolphe David,	Président "Nouveaux Horizons" 316, 4e avenue, Deux-Montagnes
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Roger Isofaky,	Secrétaire-trésorier, Paroisse Ste-Marthe-sur-le-lac, 71, 30e avenue Ste-Marthe-sur-le-lac
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Jean-Marc Racine,	Secrétaire-trésorier Cité Deux-Montagnes, 801, chemin Oka, Cité Deux-Montagnes
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M. Henrico,	Chef de Police, Cité des Deux-Montagnes, 801, chemin Oka, Cité Deux-Montagnes
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- LACHUTE -

A 14h45, la délégation rencontrait à l'Hôtel de Ville de Lachute les personnes suivantes:

M. Roger Regimbal,	Ancien député fédéral et gérant du club de golf de Lachute, Club de golf de Lachute
M. R. Ross Cole,	Stockbroker et président Brownsburg-Lachute Rotary Club, P.O. Box 126, Lachute, Qué.
Mrs. Irénée Paulson,	Secrétaire général, Laurentian Regional School Board, 448 Argenteuil Avenue, Lachute, Qué.
G.A. Kirby,	Councillor, City of Lachute, R.R. 1, Lachute, Qué.
Ronald Hébert,	Secrétaire-trésorier Cité de Lachute, Hôtel de Ville de Lachute,

- BROWNSBURG -

La délégation rencontrait les personnes suivantes à l'Hôtel de Ville de Brownsburg à 16h30:

Lucien A. Denis,	Maire de Brownsburg et Superviseur au Canadian Safety Fuse Company, 193 McVicar, Brownsburg
Rémi Raymond,	Directeur d'école, 73, des Erables Brownsburg
Roger Campbell,	Conseiller et vérificateur de production, 395 St-Antoine, Brownsburg
François Belleau,	Conseiller et outilleur, 423, rue Principale, Brownsburg
Margorie Camus,	Representing parents of English school children, 342 Maple Avenue Brownsburg
Phyllis Tomalty, R.N.	Unité sanitaire, comté d'Argenteuil 279, Oak Street, Brownsburg

Vincent Charbonneau, Secrétaire-trésorier, Ville de Brownsburg, 300, Hôtel de Ville Brownsburg

Fernand Lépine, Principal adjoint, Echevin, Vice-président, Caisse Populaire de Brownsburg, Membre du comité de loisirs de Brownsburg, 271, rue du Couvent, Brownsburg

Mercredi, le 22 août 1973

Pour les visites des comtés de Brôme et Missisquoi, la délégation du Conseil comprenait les personnes suivantes:

Paul Fox, Président
Yvonne Raymond, Commissaire
Roland Morency, Secrétaire général associé

- COWANSVILLE -

Une première rencontre avait lieu à l'Hôtel de Ville de Cowansville à 12h et regroupait les personnes suivantes:

Roland Desourdy, Maire de Cowansville et Président de Desourdy Construction Ltd.
120, montée Mooney, Cowansville

N.E. Browning, Alderman, 177 Dieppe Blvd.

J.P. Sirois, Régisseur d'équipement et échevin,
112, rue John, Cowansville

G.H. Bernier, Greffier, Ville de Cowansville,
220, Place Municipale

- KNOWLTON -

Les personnes suivantes étaient présentes à une rencontre tenue à l'Hôtel de Ville de Knowlton à 15h30:

Homer M. Blackwood, Mayor of Knowlton, Town of Brôme Lake Knowlton, Qué.

Heward Grafftey, M.P. représentant Brôme-Missisquoi
C.P. 90, Knowlton

François Ménard,	Pasteur, Eglise Catholique, C.P. 28, Knowlton
E.C. Baucroft,	Retired, Town of Brôme Lake, Knowlton, Qué.
M. Oliver,	Retired, Town of Brôme Lake, Knowlton, Qué.
H.C.K. Organ,	Retired, St.Paul's Road, Knowlton
Raymond Poitras,	Gérant municipal, C.P. 25, Knowlton, Lac Brôme
Mr. Molson,	Postmaster, Knowlton

Ottawa,
le 24 août, 1973

Roland Morency, Sec. gén. associé

CONFIDENTIALBILINGUAL DISTRICTS ADVISORY BOARD

Report on visits to Châteauguay, Huntingdon, Deux-Montagnes, Lachute, Brôme-Missisquoi.

August 20 to 22, 1973

By PAUL FOX

Madame Raymond, the Chairman, and Mr. Morency were present for all of these visits. Professor Mackey and Mr. Morrison were present for all of the visits except those on Wednesday. Father Regimbal was present for the visits on Tuesday.

Our first visit on Monday was to Châteauguay Centre where we met with Mayor Sutterlin, Mr. Trudel, the town Treasurer, and MM. Lacroix, Lavigne, and Monette. Madame Raymond presided at this meeting and outlined the work of the Board. It soon became apparent that the town of Châteauguay Centre is a dormitory suburb of Montreal. About 80% of the work force living in the town leaves the town to work for the most part in Montreal each day. Châteauguay Centre has very few federal services, apparently only the Post Office and Manpower. The nearby town of Beauharnois has not got very many federal services either. The people in the area get most of their services in Montreal.

In reply to a question the mayor said that he did not think that the introduction of a bilingual district would change anything. The municipal services are now bilingual although the minutes of the Council are kept in French. The English population has been increasing in Châteauguay Centre during the last ten years. A number of Anglophones have moved to the town from Verdun and Notre-Dame-de-Grâce, also from outside of the province from such places as London and Toronto. The Franphones have been decreasing in percentage terms.

In reply to a question as to how Châteauguay Centre people identify themselves, those present said that they definitely regarded themselves as Montréalais. They have no relations of a commercial or social kind with Huntingdon.

When the group was asked how they would react to the language of work of the Federal Civil Service being

in French, M. Monette replied "that would be normal in Quebec". When the Chairman asked if most are bilingual, M. Monette said "yes, although far more Francophones are bilingual than our Anglophones". The Catholic School Board has to operate in English because it has unilingual Anglophone members. Not very many English parents send their children to French schools but a few Francophone parents send their children to the English schools. Châteauguay has a young population which is for the most part composed of young married couples. Finally when Madame Raymond asked whether the other ethnic group members joined either the French or English linguistic groups, M. Lacrois replied that they joined the French linguistic group.

At 11.30 a.m. we visited the town of Ormstown. The Chairman presided at this meeting. I am sure that Mr. Morency will provide a list of the persons present. It was a very interesting group of people headed by the mayor, Dr. John Whitehead, an Anglophone veterinarian who has learned to speak French like a French farmer. The group of approximately ten people contained representatives of the local Council and School Boards and was composed of both FMT and EMT persons. It was a refreshing change to have a meeting which included Anglophones continue almost entirely in the French language. All of the Anglophones present were bilingual and seemed to accept that fact as part of their existence. The population of the area is approximately 50-50 English-French and no doubt that accounts for the easy acceptance of both languages. Ormstown turns out to be almost a model bilingual community.

There are few federal services in Ormstown, apparently only the Post Office. There are a few other federal services in nearby Huntingdon, and Franklin. But the main offices are all in Montreal. In reply to our questions the group said that they had no complaints themselves nor have they heard any complaints from Anglophones about receiving federal services in English. This is true of both the local area and of the Montreal services.

Ormstown is much more of a community and much less of a dormitory suburb than Châteauguay Centre. The group estimated that about 15% of the working population from Ormstown travels to Montreal to work each day while a few more go to work daily in Valleyfield nearby. But the town seems to be composed of quite a stable population made up in large part of retired persons.

When the Chairman asked if Anglophones in the region had any fears for the retention of English services from the Federal Government, one Francophone member said "no" but Dr. Whitehead replied that some Anglophones do have certain fears. These may stand in part from the fact that Ormstown is changing. It used to be almost entirely Anglophone but the Francophones are increasing now, as is witnessed by the increase in the number of French parishes. More English-speaking children seemed to be leaving the region than French-speaking children. Dr. Whitehead expressed the opinion that there may be a greater percentage of Francophones living in the area in the future. There are not many Americans settling in this region.

The area has radio and television services in both French and English. It seems to have enjoyed "bonne entente" for many years. When asked what the reaction would be to the proclamation of a bilingual district in the area, Dr. Whitehead said that one would accept it because it doesn't change anything. He thought that if there was not a bilingual district there might be some opposition from the English separatists whom he described as worse than the French separatists in the area. Mr. Morency asked what the Anglophone reaction would be either to a bilingual district or to not having a bilingual district. Mr. Henry said that the English would not be frightened.

When the Chairman asked how the people in the region identify themselves, Dr. Whitehead said that they were members of what is called the Châteauguay valley, that is the South West portion of Quebec. This area excludes Châteauguay because the local people regarded it as part of Montreal. It also seems to exclude Beauharnois and Valleyfield. But it includes Mercier, Ste-Martine, Howick, Hemmingford, and the whole area from the Richelieu River to the American border. Dr. Whitehead complained that everybody seems to have forgotten that the area exists. Dr. Whitehead also said that the Anglophones in this area are very well treated provincially compared to the French in Ontario and Manitoba and some other places. When Dr. Mackey asked if a bilingual district would help the area to preserve its identity, the reply was "not much, because most people are now bilingual anyway".

At 3.30 p.m. we had a pleasant meeting with the mayor of Huntingdon, M. Pilon, Mr. Kenneth Fraser, Member of the National Assembly since 1966, and several other persons who arrived later. This meeting also was attended by two journalists representing the local paper, which

is an interesting weekly because it has one section which is English and one section which is French. This is somewhat symptomatic of the nature of the town and the region. Madame Raymond presided at this meeting and outlined the work of the Board.

In reply to our question about federal services, we discovered that Huntingdon has the following federal services; Manpower, Post Office, R.C.M.P., Agriculture, Customs and Excise. All of the services are provided in English as well as French and there appear to be no problems and no complaints.

When Madame Raymond asked what the reaction would be to the creation of a bilingual district, Mr. Fraser said that the people in the area would be happy. He did not think that a bilingual district would change anything. The local Civil Servants are of both French and English maternal tongue. Dr. Mackey asked what percentage of the people in the area were bilingual. The mayor replied, that a good many English speak French but that there are some unilingual English and also some unilingual French. Some of the English unilinguals work at the large local textile mill. Madame Raymond asked if the English population was likely to continue to decline. The mayor replied, that it would probably stay about the same in Hinchinbrooke, but that there probably would be more French in the future in Huntingdon than there were now. However, Mayor Pilon underlined that in his opinion it was essential to continue to have bilingual services in the Huntingdon area.

In reply to the Chairman's question, about how the group identify themselves, Mr. Fraser pointed out that Châteauguay, Huntingdon and Laprairie all form one federal electoral district and that the whole area was thought of as the Châteauguay valley. This is essentially what the people at Ormstown had told us and it became clear to me that the people at least in Ormstown and Huntingdon thought of themselves as belonging to one district called Châteauguay valley.

When the Chairman asked where the people in the area secured their regional federal services, such as National Revenue, we were told that the local people have to go to Montreal for all of them. There are radio and television programs available in both languages in the region.

Mr. Morency asked the journalists if they had heard of any problems in reference to bilingualism in

the Federal Service. They replied in the negative. All together this area seems to be a kind of bilingual paradise. As we left to return to Montreal, a heavy rain storm broke out and we saw a great rainbow arching across the sky apparently ending with a pot of gold in Ormstown and Huntingdon.

On Tuesday morning, we travelled to Deux-Montagnes to have a meeting with the mayor and local representatives in the Town Hall. The party which was comprised of the Chairman, Mr. Morrison, and Father Regimbal left the hotel first but no doubt because the Chairman was driving, arrived at the Town Hall last, having got lost in crossing Montreal. Fortunately, Madame Raymond and her party had already arrived, no doubt because the car was driven by Colonel Morency, and Madame Raymond started the meeting.

In reply to our questions, we discovered that there were very few federal services in Deux-Montagnes. The neighbouring town of St. Eustache has Manpower and Unemployment Insurance offices. There was no problem in getting services in those offices in both languages, but one person complained that the Montreal office of the Manpower Department was not always capable of giving good service in English. There were no problems apparently in regard to French and English television and radio reception.

One of the women present complained about the fact that the signs on the Trans-Canada highway going through Montreal were in French only and the result was that some people who did not read French had spent a long evening on the highway not knowing how to get off, since they did not know how to translate "sortie".

In reply to a direct question from the Chairman, as to whether or not the members of the group were getting adequate English federal services, the members replied in the affirmative. The Chairman asked to what extent people living in the area worked in the area. The mayor replied that about 90% of the work force travels to Montreal to work. 22% of the total population of Deux-Montagnes are pensioners. Apparently nine municipalities in the area have formed an industrial park and are looking toward obtaining more local industry. The language of the City Hall is French with English translations. The majority of the Francophones are bilingual and apparently a minority of the English are unilingual. There are according to these people's opinions more Francophones moving into the area than Anglophones.

Draft

the Federal Service. They replied in the negative. All together this area seems to be a kind of bilingual paradise. As we left to return to Montreal, a heavy rain storm broke out and we saw a great rainbow arching across the sky apparently ending with a pot of gold in Ormstown and Huntingdon.

On Tuesday morning, we travelled to Deux-Montagnes to have a meeting with the mayor and local representatives in the Town Hall. The party which was comprised of the Chairman, Mr. Morrison, and Father Regimbal left the hotel first but no doubt because the Chairman was driving, arrived at the Town Hall last, having got lost in crossing Montreal. Fortunately, Madame Raymond and her party had already arrived, no doubt because the car was driven by Colonel Morency, and Madame Raymond started the meeting.

In reply to our questions, we discovered that there were very few federal services in Deux-Montagnes. The neighbouring town of St. Eustache has Manpower and Unemployment Insurance offices. There was no problem in getting services in those offices in both languages, but one person complained that the Montreal office of the Manpower Department was not always capable of giving good service in English. There were no problems apparently in regard to French and English television and radio reception.

One of the women present complained about the fact that the signs on the Trans-Canada highway going through Montreal were in French only and the result was that some people who did not read French had spent a long evening on the highway not knowing how to get off, since they did not know how to translate "sortie".

In reply to a direct question from the Chairman, as to whether or not the members of the group were getting adequate English federal services, the members replied in the affirmative. The Chairman asked to what extent people living in the area worked in the area. The mayor replied that about 90% of the work force travels to Montreal to work. 22% of the total population of Deux-Montagnes are pensioners. Apparently nine municipalities in the area have formed an industrial park and are looking toward obtaining more local industry. The language of the City Hall is French with English translations. The majority of the Francophones are bilingual and apparently a minority of the English are unilingual. There are according to these people's opinions more Francophones moving into the area than Anglophones.

In reply to a question from us, the group assured us that the county of Deux-Montagnes has an identity of its own. Most of the English population in the county is in the town of Deux-Montagnes, which is 53% English. It is interesting that St. Eustache which is also growing very rapidly has only 16% English, but we were told that the Anglophones are growing there also, because General Motors has moved into the area.

The mayor was of the opinion that the county will continue to grow very rapidly. He also believed that because of the development of the new International Airport at nearby Ste. Scholastique, the area is bound to become more English. He said that the French and English groups get on very well in Deux-Montagnes. St. Eustache and Deux-Montagnes tend to compete with each other. When Colonel Morency asked if there would be any reaction to the creation of a bilingual district in the area, the mayor said that he doubted that there would be any reaction if one was created or if one was not created. Mr. Powers said that ignorance is bliss. He thought that if the local population heard about the possibility of a bilingual district and the Board did not recommend a bilingual district, then there might be a negative reaction to the Board's decision.

The mayor noted that Rosemere was only three miles away from Deux-Montagnes and that it had a very sizable English population. He said, "if there is any area in Quebec which should be a bilingual district, it should be this area".

On our way to our meeting at Lachute, we stopped at the Lachute Golf and Country Club for a very pleasant lunch with Roger Regimbal, Father Regimbal's brother. Mr. Regimbal is the Manager of the large and pleasant Golf Club and is a former conservative member of parliament. In reply to our questions, he gave us his point of view on bilingualism and bilingual districts. He takes the pragmatic approach that one ought to see what the problem is and then attempt to cope with it in a sensible way by providing bilingual people and bilingual services rather than by attempting to establish a formal bilingual district. The Chairman presided at this meeting.

In reply to our questions, we were told that Lachute has the following federal services: Customs, Unemployment Insurance, Manpower, Post Office, and

Agriculture. The regional offices for federal services are in Montreal or St. Jérôme. There are more federal services in St. Jérôme than in Lachute. In relation to all of these offices, the group did not have any complaints about receiving services satisfactorily in English and had not heard any complaints. Lachute receives both French and English radio and television programs. Most people in Lachute work in the town, although some work in the nearby town of Brownsburg. The community identifies itself with the area West and North of Lachute and does not consider itself to be part of Montreal.

In reply to a question from the Chairman, Mr. Kirby, the Town Clerk I believe he is, said that he thought that the population of the town would probably increase in the near future, because of the development of the St. Scholastique Airport nearby. He thought that many English-speaking executives at the Airport would locate in Lachute because it was a good family centre and had good English services traditionally. He believed they would more likely come to Lachute than to St. Jérôme, Ste. Thérèse, or Montreal. In reply to a question from Dr. Mackey, we were told that the two schools, French and English, have a common campus "La Place d'accueil" which serves both the Polyvalente école which is French and the Laurentian School Board which is Protestant. About the same percentage of English children go to the French school as French children go to the English school, especially in the elementary grades. The former feeling of opposition to the other language is changing. People now seem more interested in learning the other group's language. One problem for the Anglophone children is that if they wish to go to a CGEP, they have to go to Montreal or to Hawkesbury. The French speaking students can go to Ste. Thérèse which is closer.

When Madame Raymond asked what portion of the local population was bilingual, the group said that over 50% of the population was bilingual. They thought it was so high because Lachute used to be 80% English. They think that the decline in the English population has now ended and that the two groups will level off at the point they have now reached. That point incidentally is now 19.2% EMT. One hypothesis that was given for the decline of the English population was that many English farmers property was expropriated for the Airport at St. Scholastique and therefore many Anglophones moved out of the county.

In reply to a question, Mr. Kirby said that he thought a bilingual district would be a very good thing for the area of Lachute, because it would give assurance to the Anglophone unilinguals. One gentleman present

said that "we feel we are a bilingual district now". The woman present said that it was very important to guard our bilingual district and preserve it, because almost all the provincial services are in French. Father Regimbal asked if it was necessary to have a bilingual district to protect the bilingualism that now existed. Mr. Kirby replied, that it was very difficult to answer that question. He believed that the number who would be pleased by the announcement of a bilingual district in the area would be counterbalanced by a number who would oppose a bilingual district. On balance, however he was firmly of the opinion that there should be a bilingual district in the Lachute area, since that would give an official stamp to the bilingual federal services in the area. The man present pointed out that the town was originally settled by Scots and by the French, but that the latter had displaced the former and that now nearly all the merchants on Main Street were Francophones. The woman present added that the number of unilingual Anglophones do not get provincial services at the moment in English.

In the afternoon we attended a meeting in Brownsburg. The meeting was comprised of about eight local people, including Mayor Denis, two or three councillors, two women and the principal of the Polyvalente French school. Among those present was Mr. Campbell who despite his name was a Francophone workman with outspoken views and that were sympathetic to the French fact. It was very apparent that in the town of Brownsburg which is dominated by one industry, CIL, there was considerable divisions on class and ethnic lines. The Chairman presided at this meeting, which had to be in English, because one of the woman was a unilingual Anglophone.

Brownsburg is a small town which has only one federal service, the Post Office. There were no complaints about English services being available in the Post Office. There were some complaints about how the census had been taken. The unilingual Anglophone woman said that because her name was French, she had been given a French form and was told to put down French as her ethnic origin.

Mr. Morrison asked if the new Airport at Ste Scholastique would have an effect on the town. Mayor Denis replied that the prediction was that Brownsburg would have 8,000 people by the year 2000 A.D.. The population at the moment is 3,480. Most of the employees

in the one major industry in town, CIL, are English. The superintendents are bilingual but the offices are run entirely in English because the managers are English. In the county of Argenteuil around Brownsburg, there are both English and French farmers. There are no English schools in Brownsburg. Anglophone students go to schools in Lachute. There are two French schools in Brownsburg, one elementary and one secondary. There are no bilingual schools though the French school is now beginning to offer English. There is some major change of linguistic groups between the two sets of schools, but the estimate was that only about 10% of a group would attend the other groups school. The principal of the school said that the Anglophones don't come to the French schools because they don't believe that they need the French language.

There was an extended discussion about immigration policies and the problems of teaching other languages. In reply to a question, we were told that 80% of the Anglophones are unilingual. Mr. Campbell said that almost all of the Francophones are bilingual.

Father Regimbal asked if it would be useful to recommend a bilingual district. The school principal said that there was no need for it now. If there was a need for it, there could be a bilingual district later. Mr. Forbes said however, that there may be more Anglophones in the future. Mr. Campbell said that a bilingual district might make it harder to get French-speaking personnel in the local plant.

On Wednesday, Madame Raymond, the Chairman, and Mr. Morency went off to visit Cowansville and Knowlton. Professor Mackey was giving a paper at the International Political Science Association meetings and Mr. Morrison attended his paper. Father Regimbal unfortunately had to return to Sudbury. I think it is true to say that the three of us who visited Cowansville were amazed. We had not heard in advance but we soon discovered that Cowansville is one of the most progressive small cities in Canada. The mayor, M. Desourdy, has been in office for twenty years and has devoted himself to producing an extremely well planned and well organized town and region. The city hall has most interesting maps and models of the plans for the whole area. At noon, we met the mayor, Mr. Browning, an English-speaking councilor, Mr. Sirois, one of the school board officials, and Mr. Bernier who is the town clerk. The Chairman presided at this meeting since Mr. Browning expressed the desire to have most of

the meeting in English.

We discovered that Cowansville has the following federal services: Manpower, Post Office, Customs, Agriculture, and a local federal penitentiary. The nearby town of Granby, which seems to be a competitor to Cowansville, has Unemployment Insurance and the R.C.M.P.. The regional offices for the area are located in Sherbrooke. There were no complaints from anyone about obtaining federal services in English.

In reply to a question from the Chairman about what the reaction would be to a bilingual district being proposed for the Cowansville area, Mr. Browning said that there would be no particular reaction. He did not think that the Anglophones were fearful or felt menaced. Mr. Sirois volunteered the information that people in the area would be surprised if Cowansville were not included in a bilingual district. The mayor was very outspoken. At first he did not seem inclined to think that it was necessary to change the situation that now seemed to be working well, but on reflexion he expressed strongly his view that Cowansville and the area should be a bilingual district. His reason was that he wanted Cowansville to attract industry and it would be a positive benefit if the area were included in a bilingual district. To use his words "if the bilingual fact could be recognized here by having a bilingual district, all the better."

The local high school which serves the area has already recognized bilingualism by combining both the French and the English schools into one building. The district of Bedford protestant school board and the roman catholic regional council of Avignon share the building in Cowansville which has two principals, one for each of the two linguistic schools. The town was also involved in building an arena and social centre close to the schools.

In reply to a question from the Chairman, the mayor said that the people in Cowansville think of themselves as part of the eastern township. He said that the area could easily be identified as being limited on the north by St. Hyacinthe and Granby, on the West by mile 30 to 35 of the autoroute, on the East by Magog, and on the ~~N~~outh by the American border. He thinks that Farnham really belongs to the Cowansville region, although at the moment Farnham is split off from it for political reasons. The mayor added that the area

is partly determined by the school districts.

Mr. Sirois noted that the centre of the Anglophone community in the area is Cowansville. Mr. Sirois said that Granby was beyond the immediate region of Cowansville. He remarked, "we are at the end of a sub-area which centres on Sherbrooke".

In the afternoon, we drove to Knowlton and had a meeting in the town hall with mayor Blackwood, and a number of leading citizens, including a French speaking roman catholic curé, the Reverend F. Ménard, M. Poitras, the city manager, Mr. Morrison, the postmaster, and Mr. Heward Grafftey, the local conservative member of parliament. The Chairman presided at this meeting.

In reply to a question, we discovered that the only federal service in Knowlton was the Post Office and that it was thoroughly bilingual. The regional offices for the area are in Sherbrooke. There is a local placement office for unemployment insurance in Cowansville and it is bilingual. Mr. Grafftey noted that he had received few if any complaints about bilingual federal services.

The Chairman explained the nature of bilingual districts and the problems that Francophones in other parts of Canada faced in getting adequate services in their language. He asked the group whether or not they saw an advantage in having a bilingual district locally. (It should be noted that the population of Knowlton is more than 50% EMT.) Mr. Grafftey expressed the view that he was concerned and frightened by rigid lines and rigid percentages. He asked what the provincial government's attitude was to the notion of bilingual districts. Madame Raymond replied that the provincial government was not too enthusiastic.

The Chairman asked if the area was likely to have an increase in population in the near future. Mr. Grafftey said that there probably would be an increase in the number of people in the area who would commute to Montreal. He said that there was a difference of opinion about the growth of the population but his own view was that there probably would be an increase. He thought that the question was irrelevant to the problem of federal bilingual services in any case since it was unlikely to change the bilingual nature of federal services. He noted that his own local M.P.'s office was bilingual and that he employed an assistant who is French on his father side and English on his mother side, like Louis St-Laurent. It should be noted in passing that Mr. Grafftey himself is a native of Knowlton is completely fluent in both languages. He thought that

declaring a bilingual district by law would not change anything in spirit.

Madame Raymond noted that it may be necessary to declare some bilingual districts in Quebec and said that there was adequate Anglophone population in a number of areas. There was then some discussion about the possibilities for bilingual districts in other parts of Canada.

The meeting in the town hall concluded at 4.00 p.m. and the three of us then retired to the local restaurant to have a late lunch. Mr. Grafftey joined us and we had the opportunity for a further discussion with him. I do not think that anything he said in this discussion altered what he had said earlier which we have reported about.

The meeting in Knowlton concluded our visits for this period of three days.

CONFIDENTIALBILINGUAL DISTRICTS ADVISORY BOARD

Impressions of visits in counties
of Châteauguay, Huntingdon,
Deux-Montagnes et Argenteuil -
August 20-21, 1973

by

William F. Mackey

Châteauguay-Châteauguay Centre (20 August 1973)

This is essentially a dormitory suburb of Montreal, since almost 80% of the population work in the Montreal area.

In the 1950s a giant housing development attracted many young anglophone families to Châteauguay thereby considerably increasing the percentage of the English-speaking population. Since many of these anglophones are employed in large corporations, they are likely to be transferred to other areas. In the past few years this outward movement has been balanced, not by an influx of other anglophones, but by francophones and other groups. Whereas the French-speaking inhabitants have tended to remain, the anglophones, it was pointed out, are more willing than their francophone fellow citizens to move away to some larger Ontario cities.

Part of the influx of francophones is due to the attraction of Montreal employment for the rural population of Valleyfield. Since the mid-point between the two centers happens to be Châteauguay, this city acts as the most convenient transition area for those Valleyfield Francophones working in Montreal while maintaining parental and other links with their more rural home.

As a result of all this, Châteauguay has been developing a bilingual tradition, and all services, including the federal ones, seem to be available in both English and French. What is more important, however, from the point of view of bilingual districts is that the population gets most of its federal services from or in Montreal.

Orms town-Howick-Franklin(20 August 1973)

Although about 15% of their population work in Montreal, these largely anglophone towns are oriented mostly toward Huntingdon, and only partly toward the big city. More and more Montrealers are settling here, however, thus changing the character of these formally rural towns.

Since there are virtually no federal services except the local post office, most of the people will go to Huntingdon except for something special, in which case, they will go to Montreal.

There is an atmosphere of "bonne entente" here between the two language groups, each of which seems to accept the right of the others to express themselves in their own language. In this former English-speaking region, the use of French is on the rise; most local businesses operate in both languages already.

Huntingdon (20 August 1973)

Although English used to be the dominant language in this town, French has been steadily gaining in importance, so that much of the English-speaking population is now bilingual, in addition to a majority of the French-speaking population. It has been estimated that 75% of the total population can use both languages.

The town, which is a regional centre for government services, prides itself on its bilingual character. This tolerance for both languages is reflected in the fact that the town newspaper is itself bilingual.

All public services have for some time been offered in both languages, so much so that the town has been functioning as if it were a bilingual district.

Deux Montagnes (21 August 1973)

This is essentially a dormitory suburb of Montreal, since 90% or more of the working population is employed in the Metropolitan area. The municipality is cooperating with other towns in a vast program of regional development associated with the new South Mirabelle region. Montreal remains the main attraction, however, although some Federal services, especially those affecting pensioners which account for 22% of the population, are located in nearby St. Eustache.

The population is almost equally divided between Francophones and Anglophones and this is reflected in the bilingual character of all services and most voluntary organizations. Although minutes of the town council are kept in French, a translated version of them is also made available in English.

Although the general population in growth is steady rather than exceptional, the area is gradually becoming more and more French-speaking.

English-speaking parents send their children to the schools of the new Laurenvale School Board for primary grades and to the older North Island School Board for secondary school. In the primary grades, bilingual classes -but not by ethnic group - have been launched in grade 1 and also in grade 5.

The general reaction to bilingual districts seem to be reflected in the remark of one of the Councillors: "Unless you can show us the advantages of being included in a bilingual / district, there will be no reaction one way or the other."

Lachute (21 August 1973)

This is the county seat for Argenteuil and the service center for the area. All the main churches and schools are located here. The town attracts people from the South west and the North west and also from the St. Andrew's area, including the largely English-speaking farm population. There are about 300 francophones in the English-speaking schools of the Laurentian Regional School Board but the converse is not the practice since very few anglophone parents will send their children to a French primary school or to the Polyvalente Lavigne. Anglophone parents have been afraid that their children will be maltreated by French-speaking children in francophone schools, and this has been given as a reason for continuing to send them to English-speaking schools.

Lachute used to be 90% English-speaking (Anglo-Scots;) but it is becoming more and more bilingual. It has been estimated that almost 3/4 of the population can use both languages. The minutes of the town council meetings were in English until the mid-1950's and are now in French. Services in Lachute are available in both languages.

Only about 5% of the population work in Montreal, and only rarely do people have to go to Montreal or St. Jérôme for federal services.

It is expected that the town will attract people connected with the futur Mirabelle Airport located in nearby Ste Scholastique.

Brownsburg (21 August 1973)

This is almost a one company town (CIL and its Safety Fuse Subsidiary) situated only about three miles from Lachute , where most local federal services are located; other federal services are in St. Jérôme and in Montreal.

Although the working language in the factory is mostly English especially at the managerial level, all public services are available in both languages. Despite the large francophone population, English is still the dominant language. It was pointed out that if there is a single anglophone at a meeting the entire proceeding will likely be conducted in English. This is because the majority of the francophones are bilingual, whereas most of the anglophone population is unilingual. One unilingual anglophone has remarked:"As long as we have these bilingual services, we don't need the bilingual district." As far as the schools are concerned, there are few if any English children in the French schools although some children will repeat their Grade XII in French; but some 300 francophones among the English school population attend the anglophone school in nearby Lachute.

One gets the impression that this small town is a few years behind Lachute and Deux Montagnes in the evolution of French and English relations.

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

Compte rendu des rencontres tenues à Shawville
et Fort-Coulonge, comté de Pontiac, Québec

le 13 septembre 1973

Cette préface a pour but de compléter, quant à la date, l'endroit et les personnes rencontrées les rapports préparés par les membres du Conseil qui se trouvent en annexe.

Représentant le Conseil:

William Mackey, Comm.	Neil Morrison, Secrétaire
Léopold Lamontagne, Comm.	Roland Morency, Sec. associé
Yvonne Raymond, Comm.	Don Cartwright, Géographe

SHAWVILLE, Québec

La délégation rencontrait le maire et les chefs de file de la région dans la salle du Conseil de l'hôtel de ville de Shawville à 10h30 le 13 septembre 1973.

Etaient présents à cette rencontre:

M. Orla A. Young,	Maire de Shawville
M. Léo Piché,	Maire de Bryson, Village de Bryson
M. James Stewart,	Président, Club Lyon Village de Bryson
M. W.M. Hayes,	Président, Club Lyon de Shawville et Secrétaire-trésorier de la municipalité de Clarendon, Village de Shawville
M. Heman Elliott,	Retired, Village de Shawville
M. Wyman MacKechnie,	Retiré, Village de Quyon
M. Edward A. Christie,	Président, Club Rotary de Shawville, Village de Shawville



Rév. R.D. Ellis,	Président, Clarendon and District Ministerial Assoc. Village de Shawville
M. W.E. Schwartz,	Councillor, Village de Shawville
Mr. Allan R. Black,	Councillor, Village de Shawville
Mme Rosaleen Dickson,	Editor, "The Equity" Shawville, Québec

FORT-COULONGE, Québec

A la suite de la réunion de Shawville, les membres du Conseil se rendaient à Fort-Coulonge dans la salle paroissiale de St-Pierre afin de rencontrer les chefs de file de l'endroit convoqués par Mgr Pilon, curé de la paroisse. Cette rencontre avait lieu à 14h30.

Etaient présents:

M. Roland Vallière,	Commerçant, C.P. 550, Fort-Coulonge, Québec
M. Jean-Louis Brizard,	Directeur Général, Commission scolaire de Pontiac, C.P. 9, Fort-Coulonge
Rosaleen Dickson,	Rédactrice du hebdomadaire "The Equity", Shawville, Qué.
M. Vézina Héroult,	Maire de Mansfield et Pontefract, Fort-Coulonge, Québec
Mr. Orla Young,	Maire de Shawville et préfet du comté, Shawville, Québec
M. C. Robillard,	Secrétaire-trésorier du comté de Pontiac, Campbell's Bay, Québec
M. Rémi Fortin,	Président (Industriel), Fort-Coulonge, Québec
Ozanam Roy,	Contracteur forestier, Fort-Coulonge, Québec
M. Edouard Audet,	Président, Forêt Coulonge Inc. Fort-Coulonge, Québec

M. Conrad Soucie,

Conseiller de Mansfield
Fort-Coulonge, Québec

Annie F. Knox,

Housewife, wife of Presbyterian
Pastor, Fort-Coulonge, Québec

Hector Soucie,

Maire de Fort-Coulonge,
Fort-Coulonge, Québec

Rév. Gaston Lassonde,

Vicaire de la paroisse
St-Pierre, Fort-Coulonge, Québec

Ottawa
le 18 septembre 1973

Roland Morency
Secrétaire général associé

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

Exposé du travail du Conseil consultatif devant
le préfet et les maires du comté de Pontiac
réunis en assemblée trimestrielle à Campbell's Bay, Qué.

le 10 septembre 1973

A l'occasion des rencontres des membres du Conseil avec les représentants de la région du comté de Pontiac le 13 septembre 1973, le Secrétaire général, M. Neil Morrison et le Secrétaire général associé, M. Roland Morency se sont rendus, à l'invitation du préfet du comté, expliquer aux maires réunis le travail du Conseil consultatif et les inviter à assister aux rencontres à Shawville et Fort-Coulonge.

Etaient présents à cette rencontre tous les maires du comté ainsi que quelques journalistes.

Maires présents:

Lionel Beausoleil,	Aldfield - Wolf Lake
Joey Peck,	Alleyn and Cawood - Danford Lake
Wilfred Larivière,	Allumette Island - Demers Center
Patrick Fitzpatrick,	Allumette Island East - Chapeau
Alex Murray,	Bristol - Maryland
Léo Piché,	Bryson Village - Bryson
G. Eugene Pigeon,	Calumet Island - Calumet Island
Cecil Vibert,	Campbell's Bay Village - Campbell's Bay
Lorney Bechamp,	Chapeau Village - Chapeau
Earl Lepine,	Chichester - Chapeau
Sterling Hodgins,	Clarendon -Shawville
Gérard H. Labelle,	Church & Dorion - Lac Cayamant
Hector Soucie,	Fort-Coulonge - Fort-Coulonge

Basil Quaile,	Leslie, Clapham & Hudd - Otter Lake
David Bélanger,	Litchfield - Campbell's Bay
Vézina Héroult,	Mansfield & Pontefract - Fort-Coulonge
Sherwood Henderson,	Onslow North - Quyon
Kenneth Bronson,	Onslow South - Quyon
William Burke,	Quyon - Quyon
Martin Adams,	Portage du Fort Vill. - Portage du Fort
Orla Young,	Shawville Village - Shawville
Andrew McDonald,	Sheen, Esher etc. - Sheenboro
Clifford Krose,	Thorne - Ladysmith
Henry Madore,	Rapides des Joachims - Rapides des Joachims
Wilbert Carroll,	Waltham & Bryson - Chapeau

Ottawa
le 18 septembre 1973

Roland Morency
Secrétaire général associé



Government
of Canada

Gouvernement
du Canada

MEMORANDUM

NOTE DE SERVICE

SECURITY CLASSIFICATION DE SECURITE

TO : Board Members,

OUR FILE N REFERENCE

YOUR FILE V REFERENCE

FROM : Secretary General

September 12, 1973.

SUBJECT
OBJET

Progress Report on Meetings with Members of Parliament.

The following résumé is intended as a kind of check-list to remind members what has been accomplished to date and to assist in planning any further meetings the Board may wish to arrange. M.P.'s with whom meetings have been held, as well as those invited but unable to accept for various reasons, plus those still uninvited and unseen whose constituencies may impinge on or incorporate possible bilingual districts, are listed by province. At the end I have listed those members to whom commitments have been made, directly or indirectly, and who probably should be seen for this or other compelling reasons. This is not to say that it may not be important in the view of the Board, to consult other M.P.'s in addition to this list. It may be a question of time and convenience, but in any case it would be useful to decide at least on a minimum list of names and to suggest possible dates and places for meetings, if they can be arranged.

A few members of provincial legislatures were also seen during some of the field trips, but I have not included their names in this list of federal members.

Alberta

Meeting held with:

Dr. Paul Yewchuk, (P.C.), Athabasca
Gerald Baldwin, (P.C.), Peace River
Dan Hollands, (P.C.), Pembina
Hon. Marcel Lambert (P.C.), Edmonton West
Stan Schellenberger, (P.C.), Wetaskiwin

June 21, 1973, Ottawa

Invited but unable to attend:

Don Mazankowski, (P.C.), Vegreville

Saskatchewan

Meeting with:

Norval Horner, (P.C.), Battleford-Kindersley

June 21, 1973, Ottawa

Invited but unable to attend:

Rt. Hon. J.G. Diefenbaker, (P.C.) Prince Albert
(correspondence re possible later meeting)

Hon. Alvin Hamilton (P.C.), Qu'appelle-Moose
Mountain

Frank Hamilton, (P.C.), Swift Current-Maple Creek
Stanley Korchinski, (P.C.), Mackenzie

Hon. Otto Lang, (Lib.), Saskatoon-Humboldt
(to arrange later meeting)

A.P. Gleave, (N.D.P.), Saskatoon-Biggar

William Knight, (N.D.P.), Assiniboia

Elias Nesdoly, (N.D.P.), Meadow Lake

Manitoba

Meeting with:

Hon. Walter Dinsdale, (P.C.), Brandon

Jake Epp, (P.C.), Provencher

Dan McKenzie, (P.C.), Winnipeg South Centre

Peter Masniuk, (P.C.), Portage

Dr. Gordon Ritchie, (P.C.), Dauphin

Craig Stewart, (P.C.), Marquette

July 19, 1973, Ottawa

Invited but unable to attend:

Jack B. Murta, (P.C.), Lisgar

Joseph P. Guay (Lib.), St. Boniface
(postponed to later date)

Hon. James Richardson, (Lib.), Winnipeg South
(meeting to be arranged later)

Ontario

Meetings with:

James Jerome, (Lib.), Sudbury

Ralph Stewart, (Lib.), Cochrane

July 19, 1973, Ottawa

M.P.'s not yet consulted or invited to meetings:

Denis Ethier, (Lib.), Glengarry-Prescott-Russell
Hon. Lucien Lamoureux, (Ind.), Stormont-Dundas
Leonard P. Hopkins, (Lib.), Renfrew North-Nipissing East
Jean-Jacques Blais, (Lib.), Nipissing
John Rodriguez, (N.D.P.), Nickel Belt
Arnold Peters, (N.D.P.), Timiskaming
Jean R. Roy (Lib.), Timmins
Maurice Foster, (Lib.), Algoma
Stan Darling, (P.C.), Parry Sound-Muskoka
Cyril Symes, (N.D.P.), Sault Ste. Marie
B. Keith Penner, (Lib.), Thunder Bay
Hon. Robert K. Andras, (Lib.), Port Arthur
John M. Reid, (Lib.-Lab.), Kenora-Rainy River
Gus Mitges, (P.C.), Grey-Simcoe
P. B. Rynard, (P.C.), Simcoe North
Victor Railton, (Lib.), Welland
• Hon. Herb Gray, (Lib.), Windsor West
• Mark MacGuigan, (Lib.), Windsor-Walkerville
• Hon. Eugene F. Whelan, (Lib.), Essex-Windsor
• Harold W. Danforth, (P.C.), Kent-Essex
• J. Robert Holmes, (P.C.), Lambton-Kent

(Note: 21 federal constituencies in Toronto area not listed.
Members include five ministers. Need for consultation
may depend on kind of recommendation envisaged for
Toronto, if any.)

Quebec

Invited

Meeting with:

Heward Grafftey, (P.C.), Brome-Missisquoi

August 22, 1973, Knowlton, P.Q.

Consultations by telephone in August and September with:

Francis Fox, (Lib.), Argenteuil-Deux-Montagnes
(with secretary, Mr. Fox away in August,
should be seen later.)
Gérald Laniel, (Lib.), Beauharnois-Salaberry
Ian Watson, (Lib.), Laprairie
(would like discussion later)
Thomas-Henri Lefebvre, (Lib.), Pontiac

Other members not consulted or invited to meet:

Gaston Clermont, (Lib.), Gatineau
Gaston Isabelle, (Lib.), Hull
Albert Béchard, (Lib.), Bonaventure-Iles-de-la-Madeleine
Alexandre Cyr, (Lib.), Gaspé
Yvon L'Heureux, (Lib.), Chambly
Henri P. Latulippe, (Lib.), Compton
Gustave Blouin, (Lib.), Manicouagan
Irenée Pelletier, (Lib.), Sherbrooke
Harold T. Herbert, (Lib.), Vaudreuil

Montreal area

(24 federal constituencies of which the following 12 reported over 10% EMT in 1971.)

Hon. J.-P. Goyer, (Lib.), Dollard
Rod Blaker, (Lib.), Lachine
John Campbell, (Lib.), Lasalle
Marcel Roy, (Lib.), Laval
Rt. Hon. Pierre E. Trudeau, (Lib.), Mount Royal
Hon. Warren Allmand, (Lib.), Notre-Dame-de-Grâce
Hon. Marc Lalonde, (Lib.), Outremont
Marcel Prud'homme, (Lib.), Saint-Denis
Gérard Loiselle, (Lib.), Saint-Henri
Jacques Guilbault, (Lib.), Saint-Jacques
Hon. Bryce Mackasey, (Lib.), Verdun
Hon. Charles Drury, (Lib.), Westmount

Other members representing Montreal area constituencies which do not as such have 10% EMT, but which may contain in whole or in part municipalities, sub-divisions or school districts with 10% or more EMT. List given for sake of completeness and ready reference; not intended to suggest every M.P. in the Montreal should necessarily be seen.

Hon. Jeanne Sauvé, (Lib.), Ahuntsic
Yves Demers, (Lib.), Duvernay
Arthur Portelance, (Lib.), Gamelin
Hon. Gérard Pelletier, (Lib.), Hochelaga
Georges-C. Lachance, (Lib.), Lafontaine
Fernand E. Leblanc, (Lib.), Laurier
J.-Antonio Thomas, (Lib.), Maisonneuve-Rosemount
Prosper Boulanger, (Lib.), Mercier
Jacques L. Trudel, (Lib.), Montreal-Bourassa
Hon. André Ouellet, (Lib.), Papineau
Raymond Dupont, (Lib.), Sainte-Marie
Mlle Monique Bégin, (Lib.), Saint-Michel

Note: This list does not include counties (or divisions) such as Drummond, Quebec, Richmond, St. Jean, Shefford, Stanstead, Témiscamingue, or Terrebonne which have a number of municipalities with significant numbers, and over 10% EMT population.

New Brunswick

No consultation or meetings with:

Fred A. McCain, (P.C.), Carleton-Charlotte
R. Gordon Fairweather, (P.C.), Fundy-Royal
Thomas M. Bell, (P.C.), Saint John-Lancaster
J. Robert Howie, (P.C.), York-Sunbury
Charles Thomas, (P.C.), Moncton
Roméo Leblanc, (Lib.), Westmorland-Kent
Percy Smith, (Lib.), Northumberland-Miramichi
Herbert Breau, (Lib.), Gloucester
Eymard Corbin, (Lib.), Madawaska-Victoria
Hon. Jean-Eudes Dubé, (Lib.), Restigouche

Nova Scotia

Meeting with:

Charles Haliburton, (P.C.), South Western Nova
December 12, 1973, Digby, N.S.

No meeting or consultation with:

Hon. Allan J. MacEachen, (Lib.), Cape Breton
Highlands-Canso
Donald MacInnis, (P.C.), Cape Breton-East
Richmond

Prince Edward Island

No meeting with:

David MacDonald, (P.C.), Egmont
Hon. J. Angus MacLean, (P.C.), Malpeque

Newfoundland

Meeting with:

Jack Marshall, (P.C.), Humber-St. George's-St. Barbe

July 19, 1973, Ottawa

Invited but unable to attend meeting:

William Rompkey, (Lib.), Grand Falls-White Bay Labrador

Minimum list of M.P.'s to be seen because of commitments or for other reasons:

Saskatchewan

Rt. Hon. J.G. Diefenbaker, (P.C.), Prince Albert
Hon. Otto Lang, (Lib.), Saskatoon-Humboldt

Manitoba

Joseph Guay, (Lib.), St. Boniface
Hon. James Richardson, (Lib.), Winnipeg South

Ontario

Mark MacGuigan, (Lib.), Windsor-Walkerville

(Others in Windsor area? Hon. Eugene Whelan,
Hon. Herb Gray, Harold Danforth or Bob Holmes?)

(M.P.'s for Algoma, Sault Ste. Marie, Thunder Bay and Port Arthur? Renfrew North, Parry Sound-Muskoka, Grey-Simcoe or Simcoe North?)

Quebec

All or some of Montreal Members?

Hon. Charles Drury, Westmount; Hon. Warren Allmand, Notre-Dame-de-Grâce; Hon. Bryce Mackasey, Verdun; Hon. Marc Lalonde, Outremont; Hon. Jean-Pierre Goyer, Dollard; Marcel Prud'homme, Saint-Denis; Gérard Loiselle, Saint-Henri; Hon. Gérard Pelletier, Hochelaga; Mlle Monique Bégin, Saint-Michel and/or others?

Outside Montreal:

Francis Fox, Argenteuil-Deux-Montagnes
Ian Watson, Laprairie
Irenée Pelletier, Sherbrooke

Albert Béchard, Bonaventure-Iles-de-la-Madeleine
Henri Latulippe, Compton
Harold T. Herbert, Vaudreuil
Gilbert Rondeau, Shefford
and/or others?

Nova Scotia

Hon. A.J. MacEachen, Cape Breton Highlands
Canso
Donald MacInnis, Cape Breton-East Richmond

New Brunswick

Who, if any?

Prince Edward Island

David MacDonald, Egmont



Neil M. Morrison,
Secretary

Bilingual Districts
Advisory Board
Ottawa K1A 0M5



Conseil consultatif
des Districts bilingues
Ottawa K1A 0M5

VERS UNE POLITIQUE DE BASE POUR LE QUEBEC

Il y a trois grandes politiques possibles pour le Québec:

1. Considérer toute la province comme district bilingue
2. Un Québec unilingue francophone sans district bilingue
3. Proposer un certain nombre de districts bilingues à l'intérieur du Québec.

1. Québec: district bilingue

Bien que cette première politique est effectivement basée sur une situation de fait, elle présente de grands inconvénients:

- i) Elle consacre en forme de loi les priviléges de la minorité anglophone qui a toujours été servie dans sa langue à tel point qu'elle n'a pas senti la nécessité d'apprendre la langue de la majorité francophone. Entériner de tels priviléges est contraire à l'esprit de la Loi des langues officielles dont le fait principal est de mettre le français et l'anglais sur un pied d'égalité.
- ii) Bien que les anglais ont toujours été servis dans leur langue, on ne peut pas arguer que cela représente des

droits acquis, qui d'ailleurs sont inconnus dans le droit constitutionnel du pays. Les droits des anglophones (surtout en matière d'éducation) sont basés non pas sur la langue mais sur la religion. Puisque les protestants québécois étaient surtout anglophones, on a souvent confondu les deux.

iii) La conception du Québec comme district bilingue, tel que l'a proposé le premier Conseil, répugne à la population francophone du Québec, comme l'a bien indiqué la réaction au premier rapport. Si l'on rejette cette première proposition, il nous en reste deux autres à considérer. Un Québec sans districts bilingues et une province avec districts bilingues.

2. Un Québec sans district bilingue

On pourrait arguer qu'une politique de laissez-faire pour le Québec représentera une consécration de statu quo, mais si on regarde de près ce statu quo, il est évident qu'il favorise plutôt la minorité. On se plaint qu'il y a déjà trop de bilinguisme institutionnel dans le Québec sans en ajouter en créant en outre des districts bilingues. On signale que les fonctionnaires francophones n'ont pas besoin d'une loi fédérale pour les obliger de servir en anglais la clientèle anglophone; ils l'ont toujours fait.

Puisque la création de districts bilingues au Québec modifiera très peu la pratique actuelle, une loi créant de tels districts paraîtra aux yeux de la population francophone comme une action purement vexatoire de la part du Gouvernement central.

Autrement dit, est-il nécessaire de perdre l'appui de la masse francophone du Canada afin de créer des frontières géographiques non-fonctionnelles et vides de sens au Québec sans pour autant répondre à un besoin de la population anglophone dont la langue est nullement atteinte? Une politique linguistique qui n'a pas l'appui de la majorité est inacceptable. Une recommandation pour le Québec qui va à l'encontre des voeux de la grande majorité de ses citoyens pourra bien avoir comme résultat l'impossibilité de la part du Gouvernement fédéral de faire accepter l'ensemble de notre rapport.

La seconde possibilité - une politique qui voit le Québec sans district bilingue se défend donc assez bien - surtout au point de vue des francophones du Québec. Elle ne rentre pas non plus en conflit avec les tendances de la politique linguistique du Québec.

Toutefois, la déclaration d'une telle politique risque d'être mal interprétée par la population des autres provinces qui auront accepté la création de districts bilingues chez eux comme preuve de bonne volonté tout en attendant du Québec des gestes réciproques.

On voit mal que le Québec soit la seule province unilingue. Une telle déclaration pourrait être aussi mal interprétée par la population anglophone du Québec, comme manifestation d'une politique de coercition linguistique qui forcera tout anglophone à travailler uniquement en français.

Notre commission se trouve donc en face d'un véritable dilemme. Nous pouvons en sortir seulement en élaborant une politique qui pourra minimiser les dégâts. Pour ce faire, il faudra atteindre simultanément quatre objectifs:

- i) Proposer des solutions équitables à l'échelle du pays;
- ii) Assurer la population anglophone;
- iii) Assurer la population francophone;
- iv) Ne pas rentrer en conflit avec la politique linguistique du Québec.

Puisque ce premier objectif suppose la création d'un certain nombre de districts bilingues au Québec, il faudra l'étudier en fonction des trois autres objectifs.

3. Un Québec avec districts bilingues

Il faudrait donc considérer la troisième politique, à savoir, la création d'un certain nombre de districts bilingues à l'intérieur du Québec. Toutefois, si l'on choisit ces districts en appliquant le critère numérique des 10% au même

rythme que l'on a cherché de le faire dans les autres provinces, il y aura plus d'une vingtaine de districts bilingues au Québec et cela dans les régions les plus peuplées et les plus urbanisées de la province. Autrement dit, la plupart des régions importantes de la province paraîtront aux yeux de la population francophone comme régions qui consacrent les priviléges linguistiques des anglophones. Par contre, si l'on utilise des critères autres que ceux du 10%, il faudrait les utiliser à l'échelle du pays.

3.1 Vers des critères nationaux

Ce n'est pas facile de trouver de tels critères; mais on pourrait faire valoir les besoins et le désir de la population pour la survie de la langue minoritaire, de même que l'isolement d'une population minoritaire (voir le document du 15 juin sur l'utilisation de tels critères: "Non-numerical Language Criteria") On peut s'objecter à l'utilisation de tels critères non-numériques sans quantification préalable; toutefois, ces mêmes objections s'appliquent à l'utilisation des données et des impressions à la suite de nos visites. Devrait-on se mettre à la recherche d'autres critères? A-t-on le temps de chercher d'autres données et de quantifier des critères non-numériques? Quoi qu'il en soit, le seul argument utilisable pour minimiser les districts bilingues au Québec, c'est la situation du français au Canada par rapport à la situation de l'anglais. Les besoins des districts bilingues pour la valorisation du français dans les provinces ne sont nullement comparables aux besoins des districts

comme moyen de survie de la langue anglaise au Québec. Et c'est justement cette différence qui permet de minimiser les districts bilingues au Québec tout en appliquant les mêmes critères à l'échelle du pays. Pour atteindre ce premier objectif, il ne faut pas, toutefois, négliger les trois autres, à savoir, assurer la population anglophone, ne pas vexer les francophones et ne pas aller à l'encontre de la politique linguistique du Québec.

3.2 Comment assurer les anglophones

La population anglophone du Québec est de plus en plus consciente du fait que la situation privilégiée de la langue anglaise dans la province devient de moins en moins acceptable. Un grand nombre d'entre eux qui ont opté de rester au Québec acceptent volontier le fait français et font un effort pour apprendre la langue. Toutefois, ils s'opposent à toute coercition linguistique. Il faut donc éviter toute coercition et apparence de coercition dans notre politique linguistique pour le Québec. Si l'on refuse de créer des districts bilingues dans des régions à grande concentration anglophone, il faudrait fournir d'autres garanties qui permettraient à la population de continuer de se servir de l'anglais et de se faire servir dans cette langue. Or la masse de la population anglophone se trouve concentrée dans la région de Montréal.

Il faudrait donc élaborer une solution acceptable pour cette ville qui pourra d'ailleurs s'inscrire dans le cadre d'une politique à l'intention des centres urbains. (voir une formule pour les métropoles)

Il n'y a pas au Québec pour la défense de la langue anglaise des mouvements analogues à ceux que l'on trouve dans les autres provinces afin d'assurer la survivance du français. Les anglophones du Québec ne voient pas dans la création des districts bilingues un moyen pour faire vivre la langue anglaise; et c'est justement cette attitude qui permet de minimiser le nombre de districts bilingues sans offusquer la minorité. Cela ne veut pas dire pour autant que cette population est indifférente au droit de se faire servir en anglais, mais ils sont plus sensibles aux formules pragmatiques, telles que nous proposons pour la région de Montréal. Ce qui rendra généralement acceptable une telle formule, c'est le fait que la majorité des francophones du Québec semblent accepter le principe de se faire servir dans sa langue.

3.3 Comment assurer la population francophone

Bien que la population francophone du Québec soit prête à reconnaître le droit des anglophones de se faire servir dans leur langue, elle semble voir dans la création de districts bilingues la permanence des priviléges anglophones.

Même en créant un nombre restreint de districts bilingues, il y aura une section de la population y inclus des chefs politiques qui s'y opposeront. Pour atténuer une telle opposition, il sera bien utile d'adjoindre à nos recommandations des propositions pour la valorisation de la langue française surtout dans le cadre des tendances actuelles de politique linguistique du Québec.

3.4 Eviter les conflits avec la politique linguistique du Québec-----

Tous nos entretiens - officiels et officieux - avec les représentants du gouvernement du Québec nous laissent croire que celui-ci est catégoriquement opposé à l'implantation de tout district bilingue dans le Québec.

Nous l'avons même de la bouche du Ministre chargé de la politique linguistique du Québec. Nous l'avons de l'auteur du rapport qui servira de base à l'élaboration de cette politique.

Il est donc évident que plus il y aura des districts bilingues dans les milieux francophones du Québec, plus il y aura d'opposition de la part du gouvernement provincial. L'opposition pourra être assez forte pour créer une confrontation entre Québec et Ottawa qui remettra indéfiniment la mise en vigueur de nos recommandations.

N'empêche que la politique linguistique du Québec est axée sur autre chose que l'opposition aux districts bilingues. L'idée de base est plutôt positive, à savoir l'instauration du français comme langue de travail - concept que notre commission peut bien utiliser sans pour autant nuire à l'application des articles de la Loi sur les langues officielles.

Il serait loisible, tout en minimisant le nombre des districts bilingues dans le Québec, de proposer l'utilisation du français comme langue de travail dans les bureaux du gouvernement central à l'intérieur du Québec.
(voir La signification de "langue de travail".)

Recommandations

Nous recommandons donc, à la Commission, ce qui suit:

- 1- Ne pas implanter des districts bilingues dans des grandes agglomérations francophones du Québec.
- 2- Se borner autant que possible aux régions traditionnellement reconnues comme étant anglophones - à savoir, des communautés dans l'Estérie et, s'il y a lieu, certains endroits sur la Côte Nord - et les endroits où les ser-

vices fédéraux ne sont pas disponibles en langue anglaise.

- 3- Elaborer un statut spécial pour la région de Montréal dans le cadre d'une politique à l'intention des grandes villes.
- 4- Proposer l'utilisation du français comme langue de travail dans les bureaux fédéraux au Québec.
- 5- Recommander au prochain Conseil de se pencher sur le cas des grandes villes, compte tenu du fait qu'un district bilingue est permanent.

William F. Mackey

Yvonne R. Raymond

/tl

3 juillet 1973



Une formule pour les métropoles

Il devient de plus en plus évident que l'on aura besoin d'une formule spéciale pour les métropoles. A cause (1) des problèmes que posent les grandes villes et (2) leur importance démographique, il faudrait (3) trouver une formule possible et (4) étudier son application.

1. Les problèmes des grandes villes

Les problèmes que posent les grandes villes pour la loi des langues officielles sont dus (1) à l'éparpillement de la minorité, (2) la centralisation des services, et (3) la mobilité de la population.

1.1 L'éparpillement de la minorité

Dans certaines grandes villes, la minorité que représente un assez grand nombre de personnes, ne peut pas profiter des avantages offerts par des districts bilingues à cause du fait qu'il n'y a pas de concentration pour représenter les dix pourcent de la population d'un quartier donné de la ville.

1.2 La centralisation des services

Même quand il y a centralisation suffisante, on trouve souvent que les services sont ailleurs, surtout les services du gouvernement, qui sont centralisés pour desservir non seulement la ville mais toute la région environnante.

1.3 La mobilité de la population

C'est justement la grande mobilité de la population à l'intérieur des grandes villes qui permet la centralisation des services. Mais il y a aussi mobilité dans la résidence des membres d'une minorité de sorte que la composition ethnique d'un quartier peut entièrement se transformer durant les années qui séparent deux recensements. S'il est parfois difficile de découper les villes en districts bilingues, il sera également imprudent, à cause de la nature de la vie urbaine, de tenter de faire un tel découpage.

2. L'importance des centres urbains

Il est toutefois nécessaire de trouver des solutions à ces problèmes à cause de l'importance des centres urbains au Canada. Cette importance est due à l'accroissement continual du taux d'urbanisation, le plus grand nombre de personnes de la minorité officielle habitant la grande ville; et la régionalisation des services gouvernementaux.

Quand un francophone par exemple, quitte le Québec pour habiter le Canada anglais, il s'installe surtout dans les grandes villes telles que Toronto où, par ailleurs il se plaint de la difficulté ou de l'impossibilité de vivre en français bien qu'il peut y avoir dans cette ville un nombre de francophones supérieur à la population de plusieurs districts bilingues.

3. Formule possible

Il est évident que nous ne pouvons pas trouver des solutions aux problèmes des minorités officielles à l'intérieur des métropoles en essayant de découper ces villes en districts bilingues. Il faudrait trouver une autre formule.

Heureusement, la Loi des langues officielles nous permet d'en déduire une. Il s'agit de la clause touchant l'obligation du gouvernement de fournir des services dans les deux langues là où il y a demande importante. Puisque nous avons dû définir l'importance de la demande selon la loi, il sera possible d'utiliser une telle définition dans une recommandation spécifique pour une politique à l'intention des métropoles. (Voir documents touchant la définition de "demande importante".

4. Avantages et applications

Les avantages d'une telle formule sont nombreux. Entre autres, ils permettent d'utiliser la même formule pour les

deux plus grandes villes du Canada, Toronto et Montréal.

4.1 Toronto

A Toronto, la formule nous permet de faire servir en français une grande population éparpillée de francophones que l'on ne pourrait pas regrouper en districts bilingues. Elle créera des services en français, non seulement pour une population urbaine mobile, mais également pour les québécois qui viennent travailler dans la métropole de l'Ontario. La même formule pourrait peut-être fonctionner dans certaines autres grandes villes si cela s'avère comme étant faisable.

4.2 Montréal

Pour la ville de Montréal une telle formule est préférable à la création de districts bilingues. Des éléments importants de la population de la Métropole refusent de faire partie d'un district bilingue. Il est vrai que l'on pourrait les exclure d'un district bilingue en découplant la ville. Mais à cause de la centralisation des services et de la mobilité de la population, cela n'est pas du tout réaliste, selon l'avis des montréalais. N'empêche qu'une grande population anglophone s'attend à ce qu'on continue de les servir en anglais.

On a donc besoin d'un arrangement qui pourra garantir

de tels services par l'utilisation d'une formule acceptable pour la majorité francophone. La possibilité d'arriver à une telle formule par une précision de l'article 9 (2) de la Loi nous démontre l'utilité de cet article.

Il s'agit de procéder plutôt par approximations descriptives que par information globale. Il est évident qu'une demande importante pour des services en anglais existe dans la ville de Montréal. Admettre le contraire voudrait dire que nulle part au Canada il existe une demande importante et que par conséquent la Section 9 (2) est superflue.

Conclusion:

Nous proposons donc que, faute de districts bilingues dans les métropoles, on élabore et utilise une formule à base de "demande importante" telle que prévue dans l'article 9 (2) de la Loi.

/kl

3 juillet 1973

decision depending upon what they will think? Are you to please the majority or help the minority?

Even if not all groups met have expressed these thoughts, most, I am sure, had them and kept them to themselves. If the aspirations of these people are not met through the recommendation of a bilingual district, the idea is bound to return to haunt the Board.

Another aspect of this evasive action, in addressing a minority population which meets the necessary criterion, is to say that they should not be worried if the Board does not recommend the district as there is always the possibility of a recommendation at the next census in 1981. It is conceivable that in the judgement of the Board, there are sufficient reasons not to recommend a bilingual district. However, it should not be made to appear as a reluctance to make an uncomfortable decision.

As a last example, it has been suggested when the 10% criterion was met and services were available in both official languages that there was really no need to recommend a bilingual district as it would change nothing and it might on the other hand rock the boat. I do not believe this to be a valid argument to avoid the issue.

The government has already taken its decision to provide services in both official languages under certain circumstances. It has also decided to do so without further enquiry in the National Capital Region. Furthermore, it has entrusted an impartial board with the responsibility to determine where else these services should be provided and not merely to what extent they are. The government has made some provisional decisions, where the need appears obvious, pending the Board's report: "...parts of Montreal, certain other parts of Quebec, parts of eastern and northern Ontario and parts of northern and eastern New Brunswick...".

As I will most likely have to deal with the Board's report, eventually, I am seriously concerned that an inter-departmental committee of public servants would have to second-guess the Board rather than take its report at face value.

I think it realistic, when recommending a district, to be able to comment on the current availability of bilingual services and the fact it may change little existing circumstances. But to deny the official stamp to a situation developed naturally over the years, as a recognized need, would be less than candid.

Whether the bilingual services are now available to the total satisfaction of the population, meets their need partially or not at all is for the government and the Commissioner of the Official Languages to decide. Where they are needed is the responsibility of the Advisory Board.

Yours sincerely,
Roland Morency/
Associate Secretary General



MEMORANDUM

NOTE DE SERVICE

Membres du Conseil consultatif
des Districts bilingues

1821-6

R. Morency

le 5 septembre 1973

Introductions préparées par les commissaires à l'égard
des particularités provinciales

Lors des deux séances plénières précédentes,
les membres ont accepté de préparer les introductions
à l'égard des provinces qu'ils représentent d'une façon
particulière.

Afin d'éviter les retards d'impression et de
distribution, nous vous saurions gré de nous faire tenir
ces textes promis pour la fin juillet dans les plus brefs
délais.

Roland Morency



June 22, 1973

TO: ALL MEMBERS
FROM: THE CHAIRMAN
SUBJECT: For General Introduction
Possible Approach to our Recommendations in
Final Report

I would like to propose that we adopt in the General Introduction to our Report the following approach as the principle on which the Board has based its recommendations in the Final Report:

The Official Languages Act established English and French as the official languages of Canada. This implies that French and English are equal in status. However, they are not equal in fact. English is superior numerically in Canada and on the North American continent. The extent of that superiority is so great that it is not an exaggeration to say that the continued existence of French is threatened, not only in English-speaking Canada but in Quebec as well. The Board has concluded, therefore, that one of its guiding principles should be the protection of the minority language, in order to substantiate the meaning of the Official Languages Act.

The adoption of this principle has led the Board to make decisions in regard to the creation of bilingual districts that may not appear to follow the same criteria in all instances. However, all of these decisions can be justified if they are traced back to the fundamental principle, namely, that the weaker language, which is French, requires greater support than the stronger language.

Advantages of this approach

1. It is simple and direct - and irrefutable.

The existence of French is threatened, in Quebec and in English-speaking Canada. If we wish, we can use the recently published figures from Statistics Canada on Languages Most Often Spoken at home to prove our assertion. (This idea appeals to me since it permits us to use to the advantage of our argument figures that might be used otherwise against our recommendations or that we might be accused of ignoring if we did not include them).

2. It justifies the approach we have been moving towards, i.e. attempting to support French minority groups in English Canada while also giving support to French in Quebec.
3. It gets us out of the box of having to apply the same criteria in all parts of the country, e.g. the same numerical minimum of persons for a bilingual district, or treating New Brunswick and Quebec the same way.
4. It likely would enable us to secure a broader measure of support for the creation of bilingual districts in Quebec, since it would justify our recommending that the functioning of the federal civil service in Quebec should be carried on predominantly in French, a recommendation that may be necessary if we are to have a number of Québécois accept bilingual districts providing services in English.
5. It would not prevent us from making any other recommendations we decide to make re Sect. 9 (2), etc.

6. It would avoid reviving any arguments about the two official languages. We would simply begin from the point of the passage of the Official Languages Act in 1969. We would not return to the earlier stage of the linguistic argument which the B & B Commission settled for us. We would take all this as given and proceed from the realistic fact that Canada has two official languages and one is in a much weaker position than the other.

Disadvantages - None



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MEMORANDUM

NOTE DE SERVICE

Members
Bilingual Districts Advisory Board

Chairman

SECURITY CLASSIFICATION DE SECURITE

OUR FILE N/REFERENCE

YOUR FILE - V/REFERENCE

DATE

September 7, 1973

Draft of General Introduction to Final Report,
(Item IX of Agenda, Meeting, September 14-15, 1973)

Item IX of our Agenda for discussion at our meetings on September 14-15 is entitled "Review of the first draft of the Board's Report". I had hoped that we might be able to discuss at this meeting an entire draft of our final report. However, I think that this is unlikely for two reasons: first, our Agenda for this meeting is so full that we certainly would not have time to discuss a final report in detail, and second, the most significant part of the General Introduction will be undoubtedly the section in which we set out the underlying principles on which we have based our conclusions re recommending bilingual districts. As you are well aware, we have not yet arrived at a consensus in the Board on those fundamental principles. Hence, it has been impossible to draft this section of the report.

Therefore, I suggest the following: at this meeting under Item IX we should discuss and try to reach agreement on the basic principles that we wish to state in the final report as our fundamental, guiding hypotheses.

If we can do this on September 15, I shall then include them in a draft of the General Introduction to the final report which you would be able to discuss in detail clause by clause, at our meeting in Val-David in October. I will try to have the draft completed and mailed to you before the October meeting so that you will have the opportunity to think about it carefully and be prepared to discuss it definitively at Val-David.

To facilitate our discussion of Item IX on September 15, I have set down the following points which we might consider if you wish:

(1) You will recall that you received from me at the June meeting a Schema for the General Introduction and Report and that although there was some disagreement about Section 5 outlining the possible criteria for our decisions, there was general agreement on the Schema for the General Introduction. I therefore do not think that it is necessary now to reconsider the whole Schema.

We might concentrate instead now on the following questions:

(2) What is our fundamental hypothesis?

Possibilities:

(a) We might say that we had tried to apply the same criteria everywhere - e.g. wherever there is a minority linguistic concentration of at least 10 per cent, we might recommend a bilingual district.

This has the obvious merits of simplicity and equality. But the disadvantages are so apparent to all of us that I need scarcely review them. The chief practical disadvantage is that we would have so many small districts that the effort would appear ridiculous.

If we attempt to reduce the number of districts by establishing a minimum absolute mother tongue figure, (e.g. 750-1,000 FMT or EMT), we will be faced then with the possibility of still having a rather large number of bilingual districts, especially if we apply the rule equally and consistently throughout the country, since we would still have to include a number of districts in Quebec as well as in Western Canada and Eastern Canada.

(b) We might say that we have chosen to recommend only some larger bilingual districts and have resorted elsewhere to Sec. 9 (2) to provide bilingual services where demand is "significant".

But I think that this arrangement would not satisfy some of our members who hope that bilingual districts will prove to be nuclei for cultural growth of the minority group and Sec. 9 (2) certainly does not provide the legal guarantee for services to the minority that a district would offer.

(c) I would like to suggest the following line of argument. The Bilingual Districts Advisory Board was created to assist in achieving the objective of having the Federal Government provide its services in the two official languages in areas where there is a concentration of the majority group and at least 10 per cent of the minority linguistic group. Our investigations in the field have revealed to us that where the Anglophones are the minority group, they have not usually had difficulties in receiving federal services in their own language. We did not encounter one single case in which members of the English-speaking minority complained that they had not received reasonably adequate services in English from federal offices, although in some instances, it is true, the services might have been improved. On the other hand we did discover many instances in which the French-speaking minorities had not received habitually their federal services in French. No doubt this disparity arises in part from traditional patterns of service in which Anglophone minority, being located in only one province, Quebec, received its federal services customarily in English while the French minority, being dispersed through the nine other provinces, did not receive the same degree of federal services, historically speaking, in French.

To rectify this imbalance and to fulfil the intent of the Official Languages Act, which is to ensure that federal services be provided at its principal offices in both French and English wherever there is at least 10 per cent of the minority group, the Board has believed it is sound to recommend the creation of districts in some instances to provide services in French where they have not always been available in the past, while it has not felt that the creation of districts in some other instances was necessary to achieve services in English, since these have been available traditionally in the past and no doubt will continue to be available in the future. (The fact that the French minority is dispersed through nine provinces, while the English minority is situated in only one province also explains, of course, why there is a greater number of districts containing French minorities than English minorities.)

The Board derives its authority from the Official Languages Act. The Board is one of the instruments created by the Act to achieve the equality of English and French as the two official languages of Canada. Board members, therefore, have been concerned to meet their responsibility to make recommendations that would permit each linguistic group, when in a minority of at least 10 per cent, to receive federal services in its own language. In the case of the Francophone minority groups which have not had these services regularly in the past the goal can be achieved best usually by creating bilingual districts. In the case of the Anglophone minority groups which have had these services customarily in the past and which no doubt will continue to have them, there does not seem to be the same need to create districts.

In each case, the objective is the same, namely, to see that the official language minority, whether it is French or English, has the opportunity to receive federal services in its own language.

This is our fundamental hypothesis: each of the two official language groups, when it constitutes a minority of at least 10 per cent, has a right to receive its federal services at "principal offices" in its own language. The end is the same whether the minority group is English or French. The means - whether or not it is necessary to have a bilingual district - may vary depending upon the historical and actual situation.

- (3) What do you wish to decide about the following questions which we have raised from time to time?
- (a) The definitions of "principal offices" and "significant demand".
 - (b) The extent to which we discuss in the report Father Regimbal's concept of bilingual districts as centres or foci for the cultural growth of the minority community.
 - (c) The problem of providing federal services in the minority language in large urban centres which do not have 10 per cent of the minority group, especially in the provincial capital cities.

- (d) This raises the question of how you wish to deal with Section 9 (2).
 - (e) In our previous discussion of Don Cartwright's plan for bilingual district, territories, and communities, we postponed a decision until after we had had a discussion with Mr. Brad Smith. There were various suggestions made: e.g. that we include Don's idea as a recommendation to be considered by a future Board, that we relate it to our discussion of Sec. 9 (2), that we relate it to our discussion of capital cities, etc.. What is your decision?
 - (f) The proposal that we recommend/suggest/propose that French should be the functioning language of the Federal Civil Service in Quebec, as English is elsewhere.
- (4) What do you wish to do about including in our report recommendations to the Federal Government for amendments to the Official Languages Act?
- The following suggestions have been made at one time or another as possible recommended amendments to the Act:
- (a) Changing the title of "Bilingual Districts".
 - (b) Clarification of certain phrases in the Act, e.g. "principal offices", "significant demand", etc.
 - (c) Clarification of discrepancies in the Act between the French and English versions, e.g. "demande importante" and "significant demand" in Sec. 9 (2).
 - (d) Adoption of a minimum aggregate of persons of minority mother tongue for a bilingual district.
 - (e) Reduction/increase in minimum percentage (10%) required.
- (5) What do you wish to do about making recommendations in the report to other bodies?

- (a) To CBC, CRTC re radio and TV services.
- (b) To governmental agencies re improving linguistic services. (We may have suggestions as a result of the inventory of bilingual services provided by governmental agencies and departments which Col. Morency conducted and the results of which are now available.)

- (c) To governmental departments - e.g. to Department of Secretary of State re provision of additional funds for linguistic education, to provincial and municipal governments to provide increased bilingual services in their sectors.
- (d) To somebody or to something - to provide greater information about the Official Languages Act, etc., to dispel existing confusion and ignorance in the public's mind.
- (e) To governor-in-council to create a continuing body to carry on research between the appointments of Boards, to study the effects of the creation of bilingual districts, to negotiate, if necessary, with provincial governments.

Paul Fox,
Chairman



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MEMORANDUM

NOTE DE SERVICE

TO
A

Membres du Conseil consultatif
des Districts bilingues

OUR FILE REFERENCE

290-2

FROM
DE

R. Morency

le 29 août 1973

Treizième séance plénière les 12, 13 et 14 octobre 1973

A sa onzième séance plénière, le Conseil a signifié son intention de se réunir les 12, 13 et 14 octobre dans un endroit autre que son siège social d'Ottawa, afin de permettre une association plus étroite pour une période de travail intense.

Lieu de rencontre

A la suite d'une tournée des endroits suggérés par les membres du Conseil, l'Hôtel La Sapinière de Val-David, Québec a été choisie et des chambres ont été retenues pour les soirs du 11/12, 12/13 et 13/14 octobre 1973.

Le tarif de ces chambres simples, situées dans l'hôtel même, est de \$28 par jour incluant les trois repas (table d'hôte), les pauses-café, plus la taxe de 8% et 12,5% de service.

Secrétariat

Afin d'assister le Conseil dans son travail, MM. Morrison, Cartwright et Morency seront présents ainsi qu'une secrétaire.

Dispositions de voyage

Pour s'assurer des sièges sur les avions, le transport de l'aérogare de Dorval à Val David et parer à tout retard ou difficulté, nous devons prendre très tôt les dispositions nécessaires. Les membres sont priés de vérifier l'horaire qui suit et nous prévenir de tout empêchement. A moins d'avoir contre, nous prendrons, dès mardi le 18 septembre, les dispositions suivantes:

- Jeudi, le 11 octobre 1973 -

a. Premier groupe

Mme A.W.R. Carrothers Calgary-Montréal
AC vol #130 déjeuner
dép Calgary 9h25 HAM
arr Montréal 15h10 HAE

M. A. Savoie	<u>Moncton-Halifax-Montréal</u>		
	AC vols #632-615 déjeuner		
dép	Moncton	13h50	HAA
arr	Halifax	14h25	HAA
dép	Halifax	14h55	HAA
arr	Montréal	15h30	HAE

M. Léopold Lamontagne

M. Léopold Lamontagne a accepté de rencontrer les membres mentionnés plus haut à l'aérogare de Dorval à 16h devant le comptoir de l'agence AVIS et de les conduire de l'aérogare de Dorval à l'Hôtel La Sapinière de Val-David.

Le départ de l'aérogare est prévu pour 16h30 et l'arrivée à l'Hôtel La Sapinière à environ 17h45.

b. Deuxième groupe

M. A. Monnin

Winnipeg-Montréal

AC vol #258 déjeuner

dép	Winnipeg	14h15	HAC
arr	Montréal	17h45	HAE

M. N. Morrison

Ottawa-Montréal

par automobile

(Secrétaire)

Ottawa-Montréal

par automobile

M. Don Cartwright

M. Don Cartwright a accepté de rencontrer les membres mentionnés plus haut à l'aérogare de Dorval à 17h30 devant le comptoir de l'agence AVIS et de les conduire à l'Hôtel La Sapinière de Val-David.

Le départ de l'aérogare de Dorval est prévu pour 18h15 et l'arrivée à l'Hôtel La Sapinière à environ 19h30.

c. Troisième groupe

M. H. Hickman

Victoria-Vancouver-Toronto-Montréal

AC vols PW 797-136-620 déjeuner et collation

dép	Victoria	8h15	HAP
arr	Vancouver	8h40	HAP
dép	Vancouver	9h15	HAP
arr	Toronto	16h25	HAE
dép	Toronto	17h30	HAE
arr	Montréal	18h35	HAE

Mme Y. Raymond

Résidence-Dorval

par automobile

Père A. Regimbal

Sudbury-Toronto-Montréal

AC vols #370-790

dép	Sudbury	15h05	HAE
arr	Toronto	15h50	HAE
dép	Toronto	17h	HAE
arr	Montréal	18h	HAE

R. Morency

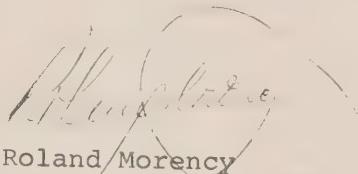
Je rencontrerai les membres mentionnés plus haut à l'aérogare de Dorval à 18h devant le comptoir de l'agence AVIS et les conduirai de Dorval à l'Hôtel La Sapinière de Val-David.

Le départ de l'aérogare de Dorval est prévu pour 19h et l'arrivée à l'Hôtel La Sapinière à environ 20h15.

Hôtel La Sapinière

L'Hôtel La Sapinière de Val-David est située à environ 60 milles de l'aérogare de Dorval. La route suivante est suggérée:

Chemin Côte-de-Liesse-est, route 520 jusqu'au boulevard Métropolitain,
Boulevard Métropolitain est jusqu'à l'autoroute des Laurentides,
L'autoroute des Laurentides, route 15, jusqu'à Ste-Adèle,
De Ste-Adèle, la continuation de la route 15 est, la route 11, conduisant à Val-David.



Roland Morency

pièce jointe

HOTEL *La Sapinière*

VAL-DAVID, QUÉ., CANADA.
J0T 2N0

Le 13 août 1973

Conseil Consultatif des Districts Bilingues
a/s Monsieur Roland Morency
OTTAWA, Ontario
K1A 0M5

Monsieur Morency,

Nous vous remercions de votre lettre et sommes heureux de vous confirmer les arrangements suivants:

- du jeudi 11 octobre 1973, 4.00 p.m. au dimanche 14 octobre 1973, 3.00 p.m. nous vous réservons
- 14 chambres simples situées dans l'hôtel à \$28 par jour
- pour la même période nous vous réservons une salle de réunion (dès 9.00 a.m. le vendredi, 12 octobre 1973)
- le tarif, ci-haut mentionné, comprend la chambre, les trois repas, votre salle de réunion avec l'équipement ainsi que les pauses-café; nous ajoutons 8% de taxe et 12,5% de service

Dans l'attente du plaisir de vous accueillir prochainement nous vous prions de croire, Monsieur Morency, à l'assurance de nos sentiments les meilleurs.

Jacques Brûlé
Jacques Brûlé
Réservations

JB/gb



VAL-DAVID: 322-2020
MONTREAL: 866-8262



Retour de Val-David - Dimanche le 14 octobre 1973

Options

Paul Fox	<u>Montréal-Toronto</u>	
	AC #871	17h00 - 18h00 HAE
Jane Carrothers	<u>Montréal-Calgary</u>	
	AC #713-141	15h50 - 19h20 HAM
	AC #155	19h30 - 21h50 HAM
Eleanor Duckworth	<u>Montréal-Halifax</u>	
	AC #210	17h10 - 19h30 HAA
	AC #620	19h05 - 21h25 HAA
Harry Hickman	<u>Montréal-Victoria</u>	
	AC #713-141-191	15h50 - 21h10 HAP
	AC #613-149-295	17h30 - 23h10 HAP
Léopold Lamontagne	automobile	
William Mackey	<u>Montréal-Québec</u>	
	AC #510	11h45 - 12h25 HAE
	AC #520	17h10 - 17h50 HAE
Alfred Monnin	<u>Montréal-Winnipeg</u>	
	AC #251	16h00 - 18h35 HAC
	AC #613-233	17h30 - 20h50 HAC
Yvonne Raymond	automobile	
Albert Regimbal	<u>Montréal-Sudbury</u>	
	AC #613-387	17h30 - 20h10 HAE
Adélard Savoie	<u>Montréal-Moncton</u>	
	AC #658	18h45 - 21h35 HAA

DEUXIEME CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

Procès-verbal de la douzième réunion,
les 14 et 15 septembre 1973

110, avenue Argyle, Ottawa

La douzième séance plénière du Conseil consultatif des Districts bilingues(1972) a été convoquée par le Président pour le vendredi 14 septembre 1973 à 9h, à la salle de conférence, 110, avenue Argyle, Ottawa(Ontario).

Participant à la réunion:

M. Paul Fox, président
Mme Jane Carrothers, commissaire
Mlle Eleanor Duckworth, commissaire
M. W.H. Hickman, commissaire
M. Léopold Lamontagne, commissaire
M. William Mackey, commissaire
M. Alfred Monnin, commissaire
Mme Yvonne Raymond, commissaire
M. Albert Regimbal, commissaire
M. Adélard Savoie, commissaire

M. Neil Morrison, secrétaire général
M. Roland Morency, secrétaire général associé

Assiste également à la réunion:

M. Donald Cartwright, conseiller en recherche

I - ADOPTION DE L'ORDRE DU JOUR

Ayant considéré l'ordre du jour provisoire, Mme Raymond a demandé de porter à l'ordre du jour le reportage touchant le travail du Conseil publié dans le Ottawa Citizen du 6 septembre 1973 sous la signature de M. Patrick Best. Le président a donc inscrit cet article comme item III - 8 à l'ordre du jour.

Pour sa part, M. Fox a demandé d'ajouter à l'item IV le document préparé par M. Morency traitant de la demande suffisante et des bureaux principaux. Il a de même demandé d'ajouter à l'item VI une note de service qui lui était adressée et intitulée "Enquiry's objectives".

Mme Carrothers, appuyée par M. Savoie, propose ensuite que l'ordre du jour soit adopté tel qu'amendé. Motion adoptée à l'unanimité.

Avant de passer à l'item II, le président a voulu souligner à l'attention des membres du Conseil le succès de l'examen entrepris par M. Don Cartwright pour son doctorat et lui offrir de la part du Conseil des félicitations chaleureuses.

II - PROCES-VERBAL DE LA ONZIEME SFANCE, les 20 et 21 juillet 1973

The Chairman asked that the minutes be amended at item VI to read: "Brant Cowie". Mrs. Carrothers asked that the second paragraph at page 6 of the minutes be amended to read: "Following this meeting, Father Regimbal and some other members had lunch with Mr. Ralph Stewart, Liberal member for Cochrane and later met Mr. James Jerome, Liberal member for Sudbury."

It was moved by Dr. Mackey, seconded by Dr. Hickman that the minutes of the eleventh meeting be accepted as amended. Carried.

III - BUSINESS ARISING FROM THE MINUTES

1. Correspondence

Under this item, the Chairman made a quick review of the letter received from the Secretary to the Hon. R. Bourassa, his letter to the Secretary to the Rt. Hon. John Diefenbaker, his letter to the Hon. C.M. Drury for which he would later ask the concurrence of the Board members, the correspondence between the Secretary and Judge Monnin on the Saskatchewan visit, the exchange of letters with the Ontario Government, the letter from the Hon. Rousseau from Newfoundland, the postponement of the meeting with the Nova Scotia Government, letters from Francophones in the North of Ontario and, finally, letters of thanks from the secretaries to local officials whom the Board met on recent trips, and the letter of the Secretary to Mr. B. Smith outlining the questions which Board members wished to clarify in their consideration of bilingual districts.

On the latter, Mr. Cartwright invited the attention of the Board members to the fact that a two tier proposal had been agreed by the Board members at a previous meeting. The Chairman thanked Mr. Morrison for his letter to Mr. Smith and suggested that the problems raised in that letter be taken in the sequence given as a guide to the discussion to follow.

2. Rapport du Père Regimbal sur les visites et
consultations à Sudbury, Sault Ste-Marie, Thunder Bay,
Geraldton (Longlac) et Kapuskasing (Hearst)

A l'invitation du président, le Père Regimbal fit rapport de la tournée du nord Ontario félicitant ceux des membres qui avaient préparé des notes sur cette visite lesquels présentaient des impressions peut-être personnelles mais tout de même très fidèles de l'essence même de ces rencontres. Il désirait cependant atténuer quelque peu les prétentions du maire Fabbro de Sudbury en ce qui touche la disponibilité des services fédéraux en français dans cette région.

Pour lui, la situation de la population de Geraldton et Thunder Bay lui semble très précaire et il a été touché des plaidoyés pour une reconnaissance des besoins pressants de la population. La tournée du nord ontarien lui semble très valable et les impressions retenues très précises.

Mme Raymond pour sa part est d'avis que la possibilité de recevoir des services en français est une nécessité pour la jeunesse locale.

Selon M. Lamontagne, la radio et surtout la télévision lui semble presqu'aussi important que l'éducation pour la survie de la population française. Il croit essentiel qu'il en soit tenu compte lors de la rédaction du rapport du Conseil. Le président est d'accord et dit avoir inséré dans ses notes d'introduction des commentaires à cet effet.

Dr. Hickman asked the members who had participated in the visit of Northern Ontario if the impression received is that as large a district as possible should be recommended or whether the Board should concentrate on the areas having a higher percentage of Francophones.

Le Père Regimbal répond qu'il lui est difficile de décider sur cette question compte tenu des arguments pouvant supporter les deux positions. Chose certaine, c'est que la population francophone de l'endroit veut être identifiée sous une formule quelconque qui lui donnera une reconnaissance réelle de ses besoins.

M. Lamontagne ajoute que malheureusement les services fédéraux se trouvent à Thunder Bay et qu'à cet endroit le pourcentage est insuffisant pour constituer un district bilingue. Pour M. Mackey, la situation est trop complexe pour qu'on puisse lui donner une réponse simple et directe sans avoir considéré en détail les données et la carte géographique. M. Lamontagne croit aussi qu'il faut attendre la rencontre avec le gouvernement de l'Ontario pour discuter en profondeur cette question. M. Fox souligne entre autre que la cause des francophones de cette région lui a paru la plus touchante.

Mme Raymond insiste qu'il n'est pas tellement question de diluer ou non les pourcentages qui s'appliquent à la région mais plutôt d'identifier d'une façon assez précise les rattachements culturels de la population. Le Père Regimbal est d'accord disant que l'aspect culturel plutôt que l'aspect linguistique a été mis à l'avant par les personnes rencontrées. Compte tenu des idées exprimées par les membres, le président reporte à l'item VIII une discussion plus poussée de la position que devrait prendre le Conseil vis-à-vis cette région.

3. Rapport du Dr Mackey sur la visite et les consultations de Rouyn-Noranda

Following his written report on the area, Dr Mackey stressed the affinity of these twin cities with Northeastern Ontario and the Anglophone influence over the language of work until fairly recently. Federal services are already provided to the English-speaking population in their own language and a bilingual district would not really be needed. In the words of one Anglophone met during this visit, it would be advisable to leave very well alone.

Mme Raymond est tout à fait d'accord avec les impressions exprimées par M. Mackey et elle est d'avis qu'il n'y a aucun problème pour les anglophones et qu'il y en a davantage pour les francophones qui travaillent dans les mines. C'est, en somme, la situation du Québec.

Le Juge Monnin se questionne sur le critère suggéré pour la création ou la non-création d'un district bilingue. N'y a-t-il pas lieu d'assurer l'anglophone de ce droit au même titre que le Conseil se propose de le faire pour les francophones dans les autres provinces? Doivent-ils être ignorés? Le service existant est-il suffisant ou faut-il aussi l'assurance? Pour le père Regimbal, un fait pertinent est qu'il faut à la population anglophone de l'endroit obtenir des journaux de l'Ontario anglophone tel le *Globe & Mail*, et ceci peut refléter un besoin réel qui n'est pas satisfait. Tout en admettant que les anglophones obtiennent leurs services en anglais, M. Savoie est d'avis que si le Conseil veut être logique et maintenir sa crédibilité il faudrait tout de même donner à la population minoritaire anglophone les districts bilingues dont elle a besoin afin de pouvoir agir ainsi envers les minorités francophones des autres provinces.

Répondant aux opinions exprimées par M. Monnin et Savoie, M. Mackey s'interroge s'il faut accorder ainsi un district bilingue au Québec partout où le 10% est présent. M. Savoie répond qu'il ne considère pas ce critère universel puisque déjà plusieurs pochettes rencontrant le critère de 10% ont été abandonnées.

De fait il est prêt à considérer une plus grande latitude dans le Québec qu'ailleurs à cet égard mais non pas de laisser tomber systématiquement des régions parce que la population minoritaire est déjà bien servie. Mme Raymond ajoute que selon la loi, un Conseil sera créé à tous les 10 ans pour considérer les nouveaux besoins mais qu'il faut bien réfléchir à la permanence des districts créés.

A l'arrivée de M. B. Smith du ministère de la Justice, le président remet à plus tard la discussion touchant la région Rouyn-Noranda.

IV - CONSULTATION WITH MR. B. SMITH OF DEPARTMENT OF JUSTICE
ON VARIOUS ASPECTS OF THE ACT RELATING TO INTERPRETATION
AND POSSIBLE RECOMMENDATIONS

In view of the wish of the Board members to obtain a complete transcript of the consultation with Mr. Smith, this has been prepared and is attached to the minutes of the meeting as annex A.

Following the long discussion with Mr. Smith, the Chairman raised the subject of significant demand and principal offices according to the revised document prepared by Mr. Morency. He felt that much of the paper had been discussed with Mr. Smith but he invited the members to comment further if they so wished.

Before proceeding with this paper, Mrs. Raymond expressed her opinion of the meeting just ended by saying that she was left with the feeling that the Board could do anything it wanted to do or do nothing if it so wished. The Chairman added to this the proviso that the Board was first committed to fulfill its mandate by recommending some bilingual districts.

Father Regimbal also wished to review the meeting with Mr. Smith to see if a consensus could be arrived at. Selon M. Mackey, il serait très prudent de différencier entre les districts bilingues recommandés selon l'article 15(1) de la loi et les autres recommandations qui pourraient venir en surcroît. Le Père regimbal dit que ce qui l'avait frappé le plus au cours de cette discussion était le souci de crédibilité sur lequel M. Smith avait tant insisté. De ce souci, il importe au Conseil de s'assurer qu'avant tout les recommandations soient fortement justifiées.

Revenant au document de M. Morency, le président invite les membres à faire connaître les opinions divergentes qu'ils pourraient avoir. Pour le Père Regimbal, il est surtout intéressé à connaître la réaction de M. Morency aux commentaires et opinions exprimées par M. Smith.

En exprimant ses impressions, M. Morency déclare d'avoir trouvé aucune objection catégorique de la part de M. Smith aux propositions faites dans le document touchant les bureaux principaux et la demande suffisante si ce n'est de la façon plus souple qu'il faudrait utiliser pour présenter les alternatives suggérées. Ce qui importe, c'est de faire ressortir davantage la relativité des bureaux fédéraux aux besoins de la population minoritaire et de bien démontrer qu'il n'existe de fait aucun chevauchement de territoire entre ces bureaux. Il sera nécessaire de redéfinir les expressions utilisées et d'éliminer le terme "all" qui serait apte à laisser une impression fausse vis-à-vis la responsabilité de ces bureaux.

M. Savoie dit avoir été très impressionné par le document à l'étude mais qu'à la suite de la discussion avec M. Smith ses convictions sont quelque peu ébranlées. Il croit qu'il sera très difficile de redéfinir d'une façon acceptable les bureaux principaux et qu'il serait peut-être préférable d'expliciter l'idée dans le texte du rapport sans y ajouter une définition rigide. Mr. Morrison said that Mr. Smith was most careful not to speak for the Board but that he nevertheless entertained serious reservations on the possibility of defining principal offices in view of the danger of losing credibility if a definition of this sort was not acceptable.

Dr. Hickman suggested that perhaps instead of a definition, the Board could establish the assumptions under which it carried out its mandate thus avoiding the trap of a definition but yet imparting the ideas necessary to the recommendations. Dr. Mackey believed the crux of the matter is that the concept can be used but the expression of "all" would be objectionable. Miss Duckworth said that although the definition given by Mr. Morency could be modified or converted to an assumption, what concerned her most was the danger of recommending bilingual services in areas where essentially the population is unilingual. This would raise the necessity to list a number of exclusions or exceptions which would clutter up the report. M. Savoie se dit très inquiet de la position prise par M. Smith alors qu'il prétend devoir appliquer au bureau le plus important, la responsabilité de dispenser les services dans les deux langues même si ceux-ci ne traitent pas directement avec le public. Selon lui ceci est contraire à l'esprit de la loi. A cet égard il recommande que l'expression "those" soit utilisée plutôt que "all".

Mme Raymond est d'accord qu'il n'est pas aussi important de définir ces termes comme de les bien expliciter comme concept utilisé par le Conseil pour en arriver à ses recommandations. Pour sa part, le Père Regimbal est d'avis que l'idée de la demande importante est quelque peu négligée.

Mr. Morrison feels that the proposal is equivalent to rewriting the Act in saying that a bilingual district under Section 9(1) should be construed to constitute a significant demand in keeping with Section 9(2).

M. Savoie ajoute que le Conseil est évidemment justifié de décrire les besoins d'une région par la recommandation d'un district bilingue selon l'article 9(1) mais que toute recommandation sous l'article 9(2) en réalité est hors mandat et n'aurait pas la même valeur pratique. M. Lamontagne répète que la solution possible est d'inclure l'idée au rapport comme solution pratique mais n'en pas faire une recommandation spécifique. At this point, the Chairman intervened to say that Mr. Spicer had taken this approach of presenting both sides of the question in his annual report. This was received with mixed feelings not only on the part of the Board members but also by the public in general. What would the Cabinet's reaction be to such an approach? Mr. Mackey is inclined to agree with the position taken by Mr. Lamontagne. Since the Board cannot give a clear-cut recommendation, it might still be valuable to give the government the benefit of the thinking of the Board and invite its attention to the problem.

Mr. Morency accepted to redraft his document taking into account the ideas expressed by the Board members.

III - 4, 5, 6. Report by Mrs. Raymond on the visits and consultations in Châteauguay, Huntingdon, Deux-Montagnes, Argenteuil, Brôme and Missisquoi counties

Returning to item III - 3, the Chairman asked the members for further comments on the interrupted discussion about Rouyn-Noranda. There being no further comments, he invited Mrs. Raymond to report on the visits in Quebec.

Mme Raymond s'est dite très satisfaite des rapports écrits préparés par le président et M. Mackey lesquels décrivent la situation de ces régions et des rencontres tenues d'une façon très fidèle. Pour sa part, elle a pu constater que l'anglophone de ces régions est très bien disposé à vivre dans le Québec et à s'accorder de la langue seconde comme citoyen à part entière. Aucune plainte a été faite des services offerts au public anglophone. M. Mackey se dit d'accord avec les rapports déjà faits et les commentaires ajoutés par Mme Raymond. Il reporte les membres au rapport qu'il a fait lui-même sur cette région qu'il ne croit pas nécessaire de répéter.

Mr. Morrison said that the situation found in those areas was quite different from what the Board had found in other parts of the country and, although it is true that

services are provided there to the minority population in their own language, some concern was expressed as to the security offered in view of the attitude of the provincial government as regards the official languages. Mrs. Raymond however, does not feel the same concern as she is confident that the next Board may remedy any unsatisfactory condition.

The Chairman expressed the view that the Châteauguay valley was the first genuine bilingual area he had come across in the various regions of the country. He said that he did not find the same situation in Deux-Montagnes and Lachute where the integration had not reached the same degree. Le Père Regimbal se dit perplexe devant une situation de faits dans une région bilingue, au point où en est la vallée de Châteauguay, à savoir si cela milite pour ou contre une recommandation d'un district bilingue. De son côté, le juge Monnin s'inquiète qu'on hésite à recommander un tel district pour ce qui touche le gouvernement fédéral et ne voudrait pas que le problème au point de vue provincial affecte les décisions du Conseil. Il croit qu'il faut accélérer les décisions surtout lorsque le pourcentage de la population minoritaire et le nombre rencontrent d'emblée les critères. Il est d'avis que dans ces cas il faut limiter les discussions de principe et en venir à des décisions.

Revenant au point soulevé par le Père Regimbal quant à la nécessité ou non-nécessité de déclarer district bilingue une région où les services fédéraux sont bien établis dans les deux langues officielles, M. Morency se déclare d'avis que dans un cas semblable il serait judicieux de déclarer le district bilingue afin de préciser nettement aux fins de l'administration fédérale les besoins de services bilingues lorsque ces besoins ont été reconnus par l'application même de la loi. Il lui semble que ces constatations de faits font partie même du mandat du Conseil. Il craint que si les recommandations ne reposent pas sur une situation de faits ou que celles-ci laissent quelque doute, les fonctionnaires devront porter leur propre jugement et agir sans direction précise. Dans un tel cas, il est tout probable qu'un comité inter-ministériel se verra assigné la tâche de tirer des conclusions du rapport afin de pouvoir porter des gestes positifs. Il y a donc danger que les résultats ne soient pas ceux voulu précisément par les membres du Conseil. M. Monnin ajoute qu'ayant trouvé les concentrations importantes qui rencontrent les critères il s'agit maintenant d'établir les frontières.

Le président invitait ensuite M. Regimbal à commenter sur la prise de position de son frère lors de la rencontre à Lachute. M. Roger Regimbal demeure à Lachute depuis vingt ans et était autrefois député fédéral de la circonscription. Rapportant sur cette discussion, le Père Regimbal résume la conversation en disant qu'aux yeux de son frère, il y a surtout lieu de définir les besoins des postes plutôt que de circonscrire des régions soit-disant

bilingues et d'éviter ainsi toute controverse qui pourrait en résulter. M. Monnin ajoute que les mêmes idées ont été exprimées en Alberta et dans d'autres provinces où la crainte d'envenimer les choses a créé une certaine insécurité chez les minorités. Cependant, il ne croit pas que ce soit le travail du Conseil de refaire la loi ou de reprendre la philosophie déjà débattue au Parlement. Il ajoute d'ailleurs que le Conseil de la Vie française en Amérique a déjà reproché au premier Conseil de n'avoir pas atteint un assez grand pourcentage de la population minoritaire dans ses recommandations. Les plaidoyés de la population de Kenora et du Nord ontarien réflètent très bien les besoins et les droits demandés par la population surtout en ce qui touche la radio et la télévision.

A ce sujet, Mlle Duckworth déclare que nulle part il est fait mention de la radio dans la loi et qu'un poste ne peut être reconnu comme un bureau. Résumant la situation, M. Savoie déclare que le mandat du Conseil c'est l'article 13 sur lequel le Conseil s'est penché longuement. Il serait de bon aloi de ne pas poursuivre davantage les discussions de principe et en venir à des décisions précises. Il est d'avis que les représentants du Québec devraient maintenant faire connaître leurs recommandations aux autres membres du Conseil, de les discuter un à un et de prendre les décisions qui s'imposent.

III - 7. Report by Dr. Mackey on visit and consultations in Pontiac County

As he had not yet prepared his written report, Dr. Mackey reviewed the situation found in Pontiac during the visit of September 13. He said that the County was originally mostly Anglo-Protestant and had developed a French minority over the years, particularly in the area of Fort-Coulonge. The people in the County have an affinity with the Anglophones of Ontario, including Ottawa and those of Montreal. Few services are found in the area outside Manpower and the Post Office. Shawville has retained a higher content of Anglophones than Fort-Coulonge but even there the lumber barons have a great influence on the language spoken. There has been a great deal of assimilation and he categorized the area as a linguistic border land. Judge Monnin asked for a clarification of the expression "border land" and asked if bilingual services were required. Dr. Mackey replied that what was needed in that area was French services as a number of small offices did not provide service in French to the population.

At this point, Mr. Morrison submitted a County Council recommendation for a bilingual district which had been given him by the Secretary-Treasurer of the Council.

Returning to the question as to whether the area should be recommended as a bilingual district, Mr. Lamontagne said that in view of the percentage of the minority as well as the majority population, he felt there was little choice but to recommend the area as a bilingual district. He added that from the consultations held, he found no objection to a bilingual district but those met felt there should be a good explanation of what is a bilingual district if controversy was to be avoided.

Mr. Morrison explained to the Board that the visit made by himself and Mr. Morency to the area on Monday, September 10, 1973 was done at the request of the Warden of the County in order to explain to the 23 mayors present at the County Council meeting the Official Languages Act and the work of the Board in this connection. After this visit, he felt that the language situation in the area was more acute than elsewhere in the province of Quebec.

On his part, Mr. Cartwright commented on the reports he had received in relation to the telephone service which is almost non-existent in French for people of the area and the effect this might have on large companies such as the Bell Telephone which has a real responsibility. He felt that in this case, the area bordering a bilingual district might have a great influence.

Before proceeding to the next item, Mr. Savoie tabled the text of a speech made by the Hon. Hatfield to the Dominion of Canada English-Speaking Association in Fredericton on August 13, 1973. The Chairman asked that this text be duplicated and distributed to the members.

III - 8. Reporting of the Ottawa Citizen on the work of the Board

Referring to the article published in the Ottawa Citizen, Mrs. Raymond asked who had given the information which appeared to her quite damaging to the Board, particularly when no decision had been made with regard to Quebec. She added that some of the sentences found in this article she recognized as things that had been said during Board meetings. Mr. Mackey said it was not the first time that the Board had been misinterpreted but that he considered nevertheless that the matter was serious because of the effect it had on the public. He said he was convinced that premature publicity will make the work of the Board more difficult. Poursuivant cette idée, M. Savoie dit avoir eu la même réaction que Mme Raymond et M. Mackey et avoir trouvé l'article très déplaisant. Il lui semble que peut-être que pas de commentaires serait une devise recommandable pour les membres du Conseil et le Secrétariat. Dr. Hickman also felt that although in the early stages of the Board's inquiry some publicity or information might have been

welcome, the situation at this critical time of the Board's work was such that the least said the better.

In summary, the Chairman said that he knew Mr. Best, the author of the article, very well and he knew him to be very persistent in his interviews. He said that he had much sympathy for the staff who were systematically grilled by this reporter and had to fend him off and speak for the Board without giving critical information. He said, however, that he was not surprised to read this article by Mr. Best who seems to have adopted the Board as an essential item on his agenda and to have guessed many things.

Replying to the comments made by Mrs. Raymond and the other members, Mr. Morrison stated that he had purposely said to Mr. Best that no decision had been taken with regard to Quebec or any other area and that the assertions of Mr. Best were of his own making.

V - POSSIBLE FUTURE VISITS/MEETINGS

1. Report by Mr. Morrison on proposed meeting with the Nova Scotia Government

Mr. Morrison said he had not communicated with the officials of the Nova Scotia Government as he needed more information from Board members as to a suitable date and those who would be interested to participate. The Chairman invited comments from Board members including whether or not a visit should be entertained in view of the fact Mr. Comeau had already been met on a previous visit. M. Savoie croit qu'il serait très difficile, après les démarches déjà faites, de ne pas donner suite et annuler cette rencontre. Mlle Duckworth est d'accord et demande que l'Hon. Gillis, maintenant ministre d'éducation, soit aussi approché pour participer à cette rencontre.

M. Fox, M. Savoie, Mlle Duckworth, Mme Raymond, M. Lamontagne et les représentants du Secrétariat exprimaient le désir de participer à cette rencontre et, après discussion, le 19 octobre devient le premier choix et le 5 octobre le deuxième.

M. Savoie mentionnait la réunion de ACELF les 4, 5, 6 et 7 octobre et suggérait qu'au moins un représentant du Conseil participe à ces réunions.

2. Report by Chairman on arrangements for meeting with Ontario Government

The Chairman reported on the forthcoming meeting Ontario Provincial Government on Monday September 17, 1973.

Participating members were invited for lunch at the Park Plaza Hotel at 12:15 hrs. and later on, to the meeting at Queen's Park at 14:30 hrs. with the Hon. Welch, the Hon. Brunelle, Dr. Wright, Gen. Anderson and other officials.

3. Visits to Saskatchewan

As concerned the visit to Zenon Park and Arborfield in Saskatchewan, the Chairman informed the Board that Judge Monnin had offered to carry out this visit earlier in the month of August but because of the desire of some of the members to participate in the visit, and their inability to do so at that time, the visit in Saskatchewan had been postponed.

After some discussion, the following members indicated their intent to participate: Judge Monnin, Dr. Hickman, Mrs. Carrothers, Miss Duckworth, Dr. Lamontagne, Mrs. Raymond and the Chairman. The date selected for this visit is October 5, 1973.

4. Meetings with MPs

The Chairman invited the attention of the Board members to a listing of Members of Parliament prepared by the Secretary as a basis for planning future meetings.

After a long discussion, it was decided to group MPs by region and according to party and hold meetings in Ottawa. Meetings are to be arranged in the evening of November 8, 1973 for MPs from the Maritimes at 19:00 hrs. and 21:00 hrs. and with MPs from Ontario, in a separate meeting, at 21:00 hrs. on the same day.

Invitations are to be sent to all MPs in these provinces from the areas considered for bilingual districts.

As an aside to this question, it was also confirmed that the 14th general meeting would be held in Ottawa on November 9 and 10, 1973.

Returning to the question of meetings with MPs, a suitable date for meetings with Quebec MPs was referred to the 13th general meeting at La Sapinière to give members more time to consider, following the Quebec provisional decisions, those Members of Parliament who should be invited to meet with the Board. The question of inviting party leaders and of meeting with ministers was discussed at length but no decision was made. The Chairman had reservations as to the propriety of inviting ministers or party leaders except in their capacity as Members of Parliament for an area being considered for a bilingual district. A final decision was postponed.

17h30 la réunion est suspendue jusqu'au lendemain 9h.

9h samedi, le 15 septembre 1973

VI - PAPER ON APPROACH TO QUEBEC SITUATION BY MRS. RAYMOND AND DR. MACKEY

Referring to his paper of July 3, 1973 which had been distributed to members in advance for study, Dr. Mackey suggested that it was essential that the Board arrive at a consensus on a policy to be adopted before studying specific cases. In their study, the Quebec members had considered three possibilities:

- (1) to consider the entire province as a bilingual district,
- (2) a unilingual French Quebec without bilingual districts, or
- (3) the adoption of a certain number of districts within the province

Considering only the numerical criterion would be tantamount to declaring most populated areas of Quebec bilingual districts. It was therefore suggested that non-numerical criteria be also considered to arrive at a more acceptable proposal. It remains necessary, however, to assure the Anglophone population that there is no discrimination, to reassure the Francophone population of positive changes and to avoid, as much as possible, a conflict with the provincial language policy.

It was therefore suggested that no bilingual district be recommended in the large centres, that the Board limit its recommendations for bilingual districts to traditionally recognized Anglophone areas such as the Estrie and North Shore and to further restrict these recommendations to areas where services are not now available in the English language. This approach therefore suggests a special status for the Montreal area which would parallel that given to other large centres. It was also recommended that French be made the language of work in Federal offices within Quebec. Finally, it is suggested the next Board be urged to review carefully the situation in the large centres.

It was the view of the Quebec members that the large cities should be dealt with under article 9(2) rather than that of 9(1).

The Chairman thanked Dr. Mackey and Mrs. Raymond for the document they had prepared and invited members to limit their first questions to those necessary for clarification of the position taken. The second paragraph of page 5 was

therefore corrected to read: "Il s'agit de procéder plutôt par approximations successives que par définitions globales."

Dans une première question sur l'essence même de la proposition de M. Mackey, le Père Regimbal a voulu savoir comment une telle proposition pouvait être justifiée. Selon Mme Raymond, il s'agit d'assurer la survivance du français au Québec. M. Mackey ajoute que la province est opposée catégoriquement à tout district bilingue et que M. Gendron s'est déclaré également sensible à toute recommandation qui viendrait à l'encontre de la politique provinciale.

Se reportant à la rencontre avec M. Gendron, M. Morency a souligné que ce dernier avait néanmoins jugé nécessaire pour le Conseil de bien déterminer là où les services bilingues étaient requis. M. Mackey est d'accord mais suggère qu'il faut trouver d'autres moyens que celui du district bilingue, soit avoir recours à l'article 9(2) puisque ces services ont toujours été disponibles au Québec dans les deux langues officielles.

M. Morrison ayant soulevé la crainte de certains groupes anglophones de voir ces services menacés par une nouvelle politique provinciale, M. Mackey insiste que les districts bilingues ne sont pas essentiels à cette assurance.

M. Morency croit qu'il est nécessaire pour la bonne administration de la Fonction publique de connaître où ces services sont requis selon l'enquête du Conseil et qu'il faudrait en faire état dans le rapport. Le Dr Mackey croit qu'il est possible de le faire sous l'article 9(2) mais ajoute n'avoir trouvé nulle part au Québec un endroit où les services n'étaient pas disponibles en anglais. C'est une situation de faits qui ne se retrouve ailleurs qu'au Québec. Il faut donc éviter les actions vexatoires.

Le Père Regimbal trouve difficile d'utiliser les propos de M. Smith à l'appui de cette proposition. M. Mackey répond que ceci est possible en autant que le Conseil sépare ses recommandations pour districts bilingues de celles visant à assurer les services. Le Père Regimbal croit que connaissant la réaction du Québec au rapport du premier Conseil recommandant la province entière comme district bilingue, une recommandation contraire n'en créant aucun ne serait pas moins susceptible d'une très forte réaction. C'est pourquoi, selon le Dr Mackey, les membres du Québec en sont venus à une troisième proposition recommandant quelques districts mais sur une échelle limitée.

M. Morrison souligne que la proposition met de l'avant la théorie des deux sociétés et accepte le principe que Québec n'est pas une province comme les autres.

Le Juge Monnin est tout à fait en désaccord avec cette théorie qui aurait pour effet de démolir la loi et le concept des districts bilingues. Il craint un fort ressac et la perte de toute crédibilité que pourrait avoir le rapport final. Le Dr Mackey rappelle que ces arguments sont ceux-là même qui ont poussé les membres du Québec à suggérer la troisième proposition. Mme Raymond ajoute qu'en dépit du fait qu'elle ne peut reconnaître un besoin de district bilingue dans le Québec pour la population anglophone, elle accepte la création de quelques districts pour équilibrer les besoins reconnus dans les autres provinces et démontrer par là que le Québec est partie intégrale du pays.

Reviewing the third option, Dr. Mackey contended that non-numerical as well as numerical criteria must be accepted and in particular that of need and desire. Others could be added such as isolation, population distribution, tradition etc. These factors are the reasons why the Board visited the minority concentration areas in order to acquire a better understanding of the local situation.

Mr. Morrison asked how the desire and need could be determined and proved. This might be a very subjective judgement. Dr. Mackey felt that even if the Board dropped the desire factor, the need could be more easily determined. Mrs. Raymond felt that subsequent Boards will be in a position to correct any deficiency.

Dr. Mackey mentioned that another criterion which had been rejected by the Board earlier was that of acquired rights. Judge Monnin, however, said that he, for one, had never agreed to ignore the acquired rights.

Tout en reconnaissant la valeur des critères non-numériques, le Père Regimbal croit qu'il faudrait ré-ouvrir toute l'étude et en tenir compte ailleurs qu'au Québec. M. Mackey, au contraire, est d'avis que ces critères non-numériques ont été appliqués inconsciemment dans les autres régions visitées.

Pour M. Lamontagne et M. Fox, ils croient que les critères non-numériques utilisés viennent à l'encontre de la proposition de ne pas faire de Montréal un district bilingue. Le désir et le besoin ont été soulignés par les groupes rencontrés dans cette région. M. Mackey croit que ce que la population de Montréal veut, c'est que les services en anglais continuent sans pour ce faire créer un district bilingue. Ils ont dit "leave well enough alone".

M. Hickman est d'avis que "leave well enough alone" s'applique tout autant dans les autres régions du pays que dans le Québec et la ville de Montréal. De fait, la même

expression a été utilisée nombre de fois. M. Monnin rappelle que l'opposition de la province de Québec diffère très peu de celle des autres provinces où les gouvernements provinciaux ont démontré une certaine réticence. Cependant, le Conseil se doit de recommander là où les services du gouvernement fédéral sont requis dans les deux langues officielles sans pour autant affecter la politique linguistique provinciale qui n'existe d'ailleurs pas dans le Québec.

Le Père Regimbal croit qu'il faut poursuivre l'étude du Québec en se penchant sur les cas spécifiques de chacune des régions à l'étude.

Reconnaissant des divergences d'opinions majeures, M. Savoie croit qu'il est essentiel d'affronter la question franchement et juge opportun pour chacun des membres de déclarer sa position personnelle. Pour sa part, il désire être en mesure de défendre les recommandations du Conseil qu'il aura acceptées et se trouve incapable de le faire vis-à-vis certaines propositions avancées. Entre autre, il se dit incapable d'accepter la proposition du français comme langue de travail au Québec non plus que l'anglais dans les autres provinces. Compte tenu des opinions personnelles déjà exprimées, M. Savoie déclare qu'il serait très utile que chacun des membres se situe à l'égard des propositions reçues. Il se dit lui-même aussi incapable d'accepter la proposition que la ville de Montréal soit totalement exclue des recommandations en tant que district bilingue. Il ne croit pas que la situation de Montréal avec 22% de minority anglophone et comptant presqu'un demi-million puisse se comparer à la population francophone de Toronto qui ne compte que 1.7% et quelques 37,000 personnes.

M. Lamontagne déclare impensable que le Conseil puisse ignorer la ville de Montréal, centre international et métropole du pays sans risquer de perdre toute crédibilité.

Coming back to the question of criteria, the Chairman submitted that the minimum criterion of 10% had not yet been ignored in other provinces and that, in addition, the Board had so far considered a number of non-numerical criteria. Dr. Hickman agreed that this had been the case, although possibly the non-numerical criteria had been limited in their scope.

Refaisant le bilan des opinions exprimées, le Père Regimbal demande s'il est nécessaire d'accepter ou de rejeter toute les propositions faites par les membres du Québec ou s'il ne serait pas possible de les évaluer une à une. La première proposition de ne créer aucun district bilingue dans la province de Québec il trouve quelque peu négative. Il qualifie de peut-être acceptable la deuxième recommandation de se borner autant que possible aux régions traditionnellement reconnues comme étant anglophones. Il croit pouvoir rattacher

la proposition du statut spécial pour la région de Montréal à la cinquième recommandation touchant les grandes villes. Il ne croit pas cependant que la recommandation de proposer l'utilisation du français comme langue de travail dans les bureaux fédéraux du Québec soit du ressort du Conseil.

Dr. Hickman asked Dr. Mackey to elaborate on the last sentence of the second recommendation as this might influence its acceptance. Similarly, Mr. Morency asked if it was possible to clarify the expression "traditionnellement". It could be said that wherever the 10% is found such a situation would exist. Also, the availability or degree of availability of services in the second language might call for a difficult judgement. Dr. Mackey said that in fact he had found very few places in the province of Quebec where services were not available in the English language.

Mr. Morrison pointed out that perhaps small concentrations are in greater need than the heavily populated areas.

Mrs. Carrothers felt that if the Board can accept that wherever the services are available in English there is no need for guarantees, then the Board might have to accept a number of other factors not yet considered.

The Chairman felt that the Board is bound to assist the Federal Government in advising where and how to provide bilingual services. Where these services are already available, perhaps the need of a bilingual district is not so acute. This approach could help justify the need of bilingual districts in the other provinces where guarantees are needed because services have not been provided traditionally.

M. Savoie exprima l'opinion que peut-être les membres voyaient dans la loi beaucoup plus qu'il y en a. Il est du ressort du Conseil de recommander les endroits où les besoins existent et pour le gouvernement de déterminer les degrés du besoin selon les circonstances. Il n'entretient aucun doute que des réactions plus ou moins violentes résulteront des recommandations du Conseil et que celui-ci doit les accepter.

Le Père Regimbal croit que des recommandations précises doivent être faites et qu'il s'agit plutôt d'ajouter à ces recommandations les nuances nécessaires selon l'endroit. Il ne croit pas judicieux de faire des déclarations de principe dans le rapport à l'égard du Québec en particulier.

Le Juge Monnin rappelle que dans le cas des autres provinces, les représentants ont fait leurs recommandations sur les endroits qu'ils jugeaient à propos de recommander

comme districts bilingues mais que ceci n'a pas été fait à l'égard du Québec et que le Conseil s'attarde trop longuement sur les questions de principe sans s'arrêter à des recommandations précises.

Mr. Fox agreed that specific recommendations were required but also considered the discussion on principles essential not only to justify the Board's recommendations but as a preparation to defend the Board's report when the time comes to do it.

M. Savoie dit reconnaître qu'il diffère personnellement d'opinion sur quelques propositions soumises mais qu'il est prêt à écouter les raisons justifiant chacune des recommandations et à les accepter si on peut le convaincre. Il ne veut surtout pas donner l'impression d'avoir pris des positions irréductibles.

Before passing to the next item on the agenda, the Chairman asked and received the approval of other Board members to the letter prepared for the Hon. C.M. Drury which will also be used as a guide for other letters to ministers and party leaders. It was agreed that letters would also be forwarded to Messrs. Lang, Richardson and Guay.

Coming to the memo prepared by Mr. Morency on the "enquiry's objectives"; the Chairman invited comments from the members.

Mr. Morrison said that he had just read this memo and considered it somewhat unfair in its implications. Mrs. Carrothers, admitting that the document took the bull by the horns so to speak commented that these questions had to be taken in the socio-political context. Miss Duckworth said that the concept of the Board not having to be overly concerned with the specific application of articles 9(1) and 9(2) had interesting possibilities. Sans discuter les affirmations en détail, M. Savoie croit que le document était à propos quoi que quelque peu dépassé par la discussion en cours. Le Père Regimbal y trouve une observation judicieuse à savoir qu'il est nécessaire de préciser et ne pas prendre une situation pour acquis. Il juge très important que les fonctionnaires puissent donner suite aux recommandations.

VII - DATA ON FEDERAL SERVICES PROVIDED FROM WITHIN BILINGUAL DISTRICTS RECOMMENDED BY THE FIRST BOARD AND THOSE PROVIDED FROM THE OUTSIDE

The Chairman invited Mr. Morency to report on the progress made in compiling the information required by the Board.

Mr. Morency outlined briefly the work carried out to date and stated that this information would be made available

to Board members before the next meeting. He invited the members to read the explanatory notes prepared by Mrs. Campbell and Miss Desrosiers which outlined the work they have done on this project.

IX - REVIEW OF THE FIRST DRAFT OF THE BOARD'S REPORT

As there was insufficient time to discuss in detail the notes that he had prepared, the Chairman proposed postponing its study to the Val-David meeting. However, he invited the Board members to consider in particular the questions he had raised in his paper.

X - PROPOSAL RE DESIGN OF COVER FOR FINAL REPORT

Two independent firms had submitted cover designs for the final report which had been posted in the Board room for consideration. The members were invited to state their choice or suggestions for changes.

After a lengthy discussion, it was finally agreed to drop all elaborate designs and adopt a simple printing of a uniform colour background. The two firms will be requested to produce other sketches according to the wishes expressed by Board members.

VIII - REVIEW OF PROVISIONAL DECISIONS RE DISTRICTS

Using maps of each province, Mr. Cartwright made a review of the provisional decisions taken at previous meetings, including the statistical data used in justification.

Prince Edward Island

It was moved by Mr. Savoie and seconded by Dr. Lamontagne that the district of EGMONT consisting of lots or townships 1 to 17, inclusive, the towns of Alberton and Summerside, and the villages of Miminigash, Miscouche, O'Leary, St.Eleanor's, St.Louis, Tignish, Tyne Valley, Wellington and Wilmot in the census division of Prince, be recommended as a bilingual district.

Motion carried Ms. Duckworth abstaining. Nem.con.

New Brunswick

It was moved by Mr. Savoie and seconded by Mr. Monnin that the district of New Brunswick consisting of the entire province i.e. the federal electoral districts of Carleton-Charlotte,

Fundy-Royal, Gloucester, Madawaska-Victoria, Moncton, Northumberland-Miramichi, Restigouche, St-Jean-Lancaster, Westmorland-Kent and York-Sunbury, be recommended as a bilingual district.

Motion carried Ms. Duckworth abstaining. Nem.con.

Nova Scotia

It was moved by Mr. Monnin and seconded by Mr. Savoie that the district of DIGBY-YARMOOUTH consisting of the census divisions of Digby and Yarmouth be recommended as a bilingual district.

Motion carried Ms. Duckworth abstaining. Nem.con.

It was moved by Mrs. Carrothers and seconded by Mr. Savoie that the district of ANTIGONISH-INVERNESS-RICHMOND consisting of the census divisions of Antigonish, Inverness and Richmond be recommended as a bilingual district.

At this point, Ms. Duckworth explained the reason for her abstentions as a question of principle. She had not yet decided whether or not a bilingual district was a good concept. In her mind, the alternative might be to ensure services in both official languages without declaring an area a bilingual district. As concerns the area of Antigonish, Inverness and Richmond, she had serious reservations on the inclusion of an area in Antigonish exceeding that of Pomquet and Tracadie. In particular, she felt the municipality of Antigonish was not important to the French population.

Mr. Savoie said that although he would not categorically insist on the inclusion of the English-speaking part of Antigonish, his opinion differed from that of Ms. Duckworth. He stated for instance the agreement of the Antigonishers to be included and, as a number of federal services are dispensed from Antigonish, he would favour the inclusion.

Ms. Duckworth retorted that federal services were also available in Port Hawkesbury. Because of the presence of the University in Antigonish, Dr. Lamontagne favoured the inclusion of the total county.

At this time, members discussed a question of procedure to clarify in their own minds the obligations and responsibilities relating to the votes taken formally.

The Chairman reviewed various methods of voting in the British parliament, the French National Assembly and elsewhere.

It was the view of the Chairman that members should indicate whether they were voting for or against a motion or abstaining from voting. He proposed that if a member did none of these three, it should be assumed that he/she was voting for the question. Since no one objected to these proposed methods, the Chairman assumed that the procedures outlined for voting were acceptable.

Dr. Hickman asked if, following the particular votes on areas to be recommended as districts, there would be an overall vote on the total report. He felt that although members might disagree and vote against motions, they should not at a later date divulge publicly the votes of particular members or their own. The latter is more or less what Ms. Duckworth would have wished as she would like to be able to say publicly that she had not herself voted for a particular district.

M. Savoie s'est opposé à cette ligne d'action qui pourrait devenir très désagréable et embarrassante. Par ailleurs, Mlle Duckworth se questionne sur la possibilité de défendre un rapport contenant des recommandations qui ne lui sont pas acceptables.

En raison des idées exprimées, Mlle Duckworth propose un amendement à savoir que la région de Antigonish-Inverness-Richmond soit altérée pour omettre cette partie d'Antigonish allant au delà de la région Pomquet-Tracadie et que le nom du district soit changé en conséquence.

Cette proposition n'ayant aucun secondeur, l'amendement est défait.

La motion principale fut donc soumise au vote et approuvée Mlle Duckworth s'y opposant et le Dr Mackey s'abstenant.

Avant de passer aux autres recommandations, le Père Regimbal s'interroge sur la signification d'une abstention systématique en principe. De l'avis de quelques membres, une telle position serrait contraire au rôle même du Conseil.

Reflecting on agreements previously arrived at, e.g. the proposal to return to Mr. Cartwright's suggestion as to the possibility of using a two tier type district which was to be further discussed following the consultation with Mr. Smith, Ms. Duckworth felt the rules of the game had been changed. There was also the question of making provisional recommendations for Quebec before an overall review and final decisions were arrived at for the rest of the country.

The Chairman stated that his understanding from the advice received from Mr. Smith was that, according to the Act, specific bilingual districts had first to be recommended before other recommendations were made under article 9(2). In addition, he felt that the questions of principles had been discussed at length previously.

Mrs. Carrothers asked if the Chairman could recapitulate for her own benefit and possibly that of other members, the legal advice received from Mr. Smith, as he understood it.

The Chairman undertook to prepare a paper and forward it to the members before the next meeting.

The desirability of holding the next meeting at Val-David was then discussed. That meeting was finally decided upon with the proviso that discussions on questions of principles would appear first on the agenda, to be followed by discussion of provisional recommendations of bilingual districts in Quebec to be submitted by the Quebec members, and, a continuation of the final decisions for each province.

Judge Monnin stated that, for his part, he was not agreeable to further discussion on the principles involved but that he would be present for that part of the agenda which dealt with the provisional and final decisions.

Mr. Savoie also said that he was pressed for time and could not easily participate in the entire meeting. He added it would be rather difficult to include the review of the manuscript on the introduction unless it was made available ahead of time.

Mr. Fox agreed the text could not be prepared jointly and that he would have to submit a draft for consideration and corrections as the members saw fit. However, he did not feel he could prepare this text until certain points were cleared and this would have to be done at a subsequent meeting. He urged the members to read the paper he had submitted for their consideration and in particular the questions he had raised. He emphasized the importance of having all members attend the next meetings and hoped they would find it possible to endure the possible frustrations and demands on their time. He assured all members that the agenda would be drawn in such a way as to meet individual requirements and yet make it possible to accomplish the task at hand. Finally, he asked members to inform Mr. Morency of their time of arrival in Montreal for the meeting in Val-David, and for transportation to be arranged accordingly.

Mr. Savoie asked that a complete text of the meeting with Mr. Smith be prepared and forwarded to the members as soon as possible. Mr. Morency said it would be done.

Le Père Regimbal remercia les membres du Conseil pour le geste qu'ils avaient eu à son égard la veille.

La séance fut levée à 13h15.

CONFIDENTIAL

ANNEX "A" TO:
12th General Meeting

BILINGUAL DISTRICTS ADVISORY BOARD

Verbatim report of a Meeting with Mr. B. Smith of the Department of Justice on various aspects of the Act relating to interpretation and possible recommendations.

12th General Meeting, September 14, 1973

Chairman

- I don't think I have to introduce Mr. Smith as he is an old friend of the Board. We appreciate his coming very much because since his last appearance, we have reverted to some of the questions that were raised at that time and we are badly in need of wise legal counsel. We have at least two excellent legalists amongst our members, some amateur ones and some professional, but we need to have your reflexion, in particular, from the point of view on how you think our proposals may be interpreted in practical facts. We thank you again for coming and we will not take too much of your time. I suggest that we conclude our discussion with you by 11:30.

Mr. Smith

- I am available for the rest of the morning and furthermore, I don't know how much help I can be on some of these questions.

Chairman

- Let us take a shot at this timing of 11:30 as we have a great deal to accomplish in our work in other respects and I would hope to terminate by 11:30. Neil Morrison sent you some papers touching on the problems on our mind and I suggest that we might simply use them as a guide and if the members have other points they wish to raise, this may be done afterwards. So let us look at the letter and point 1. "Would the Board be free to make recommendations for more than one kind of locality or is it confined to making recommendations

for the proclamation of bilingual districts per se?"

Mr. Smith

If I could speak of that now, I have reflected on this not only since receiving this letter but also as a result of what Neil mentioned to me previously and I suppose that the legal answer is that you have a mandate in the Act to do certain things and that relates to things called "bilingual districts" which have definite criteria and characteristics. I suppose my initial reaction is that perhaps this is largely a question of policy, even though I might give you a few observations I have on that. It occurs to me the Board ought to make sure it fulfils its obligation under the Act, in other words, if it makes recommendations envisaged by the Act in respect of the kind of thing that is called for, assuming that is done, it seems to me that it is somewhat a matter of policy and procedure as to whether you want to go beyond as a result of your considerations. My own personal feeling is that it is probably a valuable thing, provided it's not carried too far and provided that is very clear that it is what you are doing. You may simply say to the Government, we have done the job and here are a few gratuitous comments to help you do yours. I would think that perhaps in this respect, discretion might be the better part of valour, in a sense that it might be wise to take some soundings, say with the Secretary of State, before embarking on a too far reaching recommendation that goes beyond your mandate. That is, of course, up to you as is everything else that goes into your report. There may be points that concern the Government, I don't know, I am not privy to those considerations if there have been any. But I would suppose that the Secretary of State is the logical person to test it out on. I suppose one final reflexion is that the further you go beyond your mandate, and I don't say you're departing from your mandate, but going beyond your mandate, you

will have fulfilled your obligations according to the law. You have come perhaps into some contentious areas and you are as good if not better judges of that than I and perhaps even the Secretary of State. I suppose when you come to the stage of really questioning some of the concepts within the statute you are really saying in fact that the statute ought to be amended. And I suppose that you could come to the stage where you say that you doubt that the concept of the bilingual district itself is valid. I suppose this is all I can really say on that. I do say it is a policy question for you ultimately to decide because it will be your report and the only caveat is that you have to be sure that you fulfil your mandate under the Act. What you want to add, if you make clear your adding it, and the degree to which you do, seems to be within your discretion. However, the further you go, the more you may go into the realm of Government.

- Mr. Fox - I think you have made this point very clear now.
- M. Savoie - Est-ce que nous pouvons poser des questions au fur et à mesure que les explications sont données? Alors disons que sur ce point, moi j'ai une question précise qui a peut-être amené votre invitation ici, mais c'est précisément de savoir si nous faisons une recommandation qui est au-delà de ce qui est prévu dans la Loi, quelle est la valeur réelle de cette recommandation en terme d'application positive par après. Par exemple, je prends les deux cas de M. Cartwright ici sous lequel il avait été suggéré que nous puissions recommander des communautés bilingues, en plus des districts bilingues mais qui seraient autres choses définies par des critères qui ne sont pas dans la Loi. Il était aussi question de territoires bilingues qui seraient d'autres choses encore. A supposer que nous fassions une telle recommandation pour une communauté bilingue, qu'est-ce que ça vaut par après en fonction du gouvernement qui devra mettre en application nos recommandations.

M. Smith

- Je crois d'abord qu'il y a une question de la Loi. Est-ce prévu dans la Loi ce que vous allez recommander? Si ce n'est pas prévu, est-ce qu'on peut le faire en dehors de la Loi? C'est-à-dire si vous prévoyez dans votre rapport d'atteindre le service donné par un ministère du gouvernement fédéral dans un territoire qui n'est pas désigné comme district bilingue. Il se peut très bien que ces services-là puissent être donnés facilement dans le cadre des conditions normales d'un ministère. Ca revient à une question de politique interne du gouvernement s'il veut le faire ou non. Ce n'est plus une question d'obligation. La première question est de savoir s'il y a le pouvoir et je crois que dans la plupart des cas le pouvoir est certainement là. Il s'agirait à ce moment-là des pouvoirs des ministères et des pouvoirs du gouvernement fédéral selon les autres statuts qui donnent aux ministères certaines obligations et responsabilités. Reste à savoir si une telle recommandation serait bienvenue de la part du gouvernement. Ca c'est une question beaucoup plus difficile. Evidemment, le gouvernement a beaucoup d'autres soucis quant à ses services et aux services dits bilingues, les services dans les deux langues officielles, du côté de l'efficacité, disons, des fonctionnaires et du côté du budget. Donc, si vous allez au-delà de votre devoir ou de vos obligations selon la Loi sur les Langues officielles et vous recommandez que le gouvernement fasse certaines démarches, disons, au-delà de ses responsabilités selon la Loi, vous entrez, au fur et à mesure que vos recommandations s'engagent dans la politique gouvernementale. Ce serait très difficile à dire si le gouvernement va suivre la recommandation ou non, c'est une question de politique, c'est une question que le gouvernement...c'est une question, disons, de "credibility" du Conseil.

- M. Savoie
- Je vais continuer, peut-être, je voudrais reprendre cette question-là. Disons que ma préoccupation, moi, est de savoir quelle sera la réaction du gouvernement, du Secrétariat d'Etat, peu importe qui est concerné, en face de nos recommandations en rapport avec le Conseil, le mandat du Conseil et la Loi qui nous régit. Maintenant, je prends un exemple concret parce que c'est encore plus facile. Prenons le cas de Labrador Ouest qui est un cas qui rencontre tout juste les critères prévus par la Loi, pour rendre possible la création d'un district bilingue. Il y a le 10%, le territoire est défini selon la Loi, on a fait les consultations voulues et on peut, si on veut, recommander un district bilingue, mais c'est quand même un cas douteux, il y a 10.2% ou 10.5% ou quelque chose comme ça. A supposer qu'on dise "Bien, écoutez un peu, parce que c'est douteux, parce que c'est pas sûr ce qui va arriver, eh! bien, on va recommander que ça devienne une communauté bilingue. Voyez-vous, communauté bilingue n'est pas prévue dans la Loi et n'a pas été envisagée par le Parlement et ainsi de suite. Quelle sera la réaction du gouvernement devant une telle recommandation venant de notre Conseil?
- M. Smith
- Disons ceci, je ne peux pas parler au nom du gouvernement, même en ce domaine, et je n'ai pas affaire directement avec la politique du Secrétariat d'Etat, vous aurez donc simplement ma réaction. Il y a ceci d'abord, si vous n'essayez pas de créer par un nom différent quelque chose qui est un district bilingue en réalité, si vous dites, par exemple, que le gouvernement doit étendre et doit utiliser l'article 9(2), par exemple, dans un territoire donné que vous avez décidé ne mérite pas d'être créé un district bilingue, alors c'est une recommandation dans un sens en dehors de votre mandat, mais ça me semble que le gouvernement peut le considérer si le gouvernement a les moyens de remplir les obligations que vous considérez il doit avoir.

Si vous essayez de créer une nouvelle sorte de district bilingue qui n'est pas prévu par la Loi, il y a des questions à ce moment-là. Ce que vous avez, ce n'est rien qui est connu dans la Loi. C'est simplement quelque chose que vous avez collectivement élaboré et ça me semble beaucoup plus facile peut-être, du point de vue de vos recommandations, ce serait beaucoup plus acceptable, si vous n'essayez pas de créer de nouveaux concepts mais plutôt d'utiliser des concepts dans la Loi et la Loi, je crois, est aussi assez flexible pour admettre ce que vous voulez faire sur le plan pratique. Ca me semble, et c'est mon opinion personnelle que si vous vous lancez dans la voie de créer de nouveaux concepts, actuellement non prévus dans la Loi, ça va peut-être créer des problèmes. Si je peux ajouter, il me semble qu'il vous serait possible de considérer, de recommander au gouvernement qu'il considère l'amendement de la Loi pour créer des territoires qui ne sont pas des districts bilingues mais qui répondraient à d'autres critères. Ca c'est possible aussi.

Miss Duckworth- You suggested that it might be one of the more acceptable suggestions according to our mandate to stress certain areas where 9(2) can be applied, is that right?

Mr. Smith - What I was really saying is this. It seems to me that if you are going to go beyond your mandate is a matter of policy for you to decide and how far you go, beyond your mandate, of course, the more you potentially expose yourself to criticism. If you are going beyond your mandate and you want to say "well instead, in a particular district which we have examined, we might want to recommend a bilingual district but, for various reasons, we don't think it should be created a bilingual district. We do, however, think that services should be provided in that district using section 9(2)". What I was trying to say is that if you say, instead, we think this should be created some sort of bilingual community you have a concept which is not known in the law and I think that reaction will be "what are they doing?".

Miss Duckworth- What you are saying is that if we do not think a bilingual district should be created but we do think services should be provided, you believe this would be more acceptable.

Mr. Smith - Yes, I think that would be more acceptable than bringing in a new concept which is not in the law although it did occur to me, after mature reflexion, if you want to say to the Government in your report "we think there ought to be something other than bilingual districts that might be called community districts, that would be something else again. But to create that for the purposes of your report and categorize things, again it is my personal reflexion that perhaps you are going further than the mandate.

Chairman - There are several people who would want to speak, Dr. Lamontagne were you on this point?

Mr. Lamontagne- Yes.

Chairman - Well, this is fine, then Dr. Mackey then Col. Morency.

Mr. Smith - May I carry on with this point of view before we go further? You appreciate that the Government in Council is not obliged to accept what you recommend. What I am getting at is that whether you recommend or do not recommend will not ultimately necessarily determine whether it will be created a bilingual district or not.

Chairman - It is engraved in our hearts that we are fulfilling an advisory role. Dr. Lamontagne.

M. Lamontagne- Ma question va justement porter sur la section 9(2). Comment pourrions-nous rattacher la recommandation de quelque chose qu'on appellera X sous la section 9(2)? Parce qu'il y a quand même dans la Loi, cette section qui existe. On peut recommander, appelons-le territoire, communauté, ou toute autre chose, mais il faudra l'appeler quelque chose, alors, si

on ne peut pas l'appeler communauté, qu'est-ce qu'on peut dire? C'est notre intention de recommander que dans une certaine région, le gouvernement fédéral devrait essayer d'assurer les services, qu'il y a une demande suffisante.

Mr. Smith

- Si un problème particulier que vous avez découvert pendant votre enquête il est très bien de le signaler. S'il y a, par exemple, parmi les ministères un qui a un grand bureau dans un territoire donné, et les autres n'ont que de petits bureaux ou n'en ont pas, alors peut-être qu'il faut signaler que dans ce territoire il y a un bureau, disons le Ministère de l'Immigration, qui a beaucoup de travail à faire et qui traite avec les gens du territoire qui sont de la langue française et qu'il est considéré que ce serait une bonne chose que le gouvernement assure les services du gouvernement dans les deux langues. Mais nous ne parlons pas maintenant de la Loi. Vous voyez, je vous donne des réflexions à titre personnel et là nous parlons de questions essentiellement politiques. C'est en dehors de votre mandat, mais ça se rattache au travail que vous avez fait. Alors tout ce que j'ai voulu dire c'est que ça me semblait plus acceptable si vous ne créez pas de nouveaux concepts dans votre rapport, sauf peut-être à un moment donné, de signaler qu'il y a lieu de considérer peut-être la création d'un nouveau concept pour répondre à ce genre de travail que vous avez signalé ailleurs dans votre rapport.

Chairman

- May I suggest that we come back to 9(2). I think there is so much to say about this section that we should stick to it and clean the air. We have to determine the extent to which we may make use of it.

Mr. Mackey

- I have two general questions. Short ones. The first one is this, "Who is responsible for interpreting these sections of the Act under which we function?"

Mr. Smith

- Well, I suppose that ultimately you yourselves are responsible. I find myself called upon to give you legal advice which you may or may nor require but I don't know who else is going to help you.

- Mr. Mackey - In other words we can interpret the meaning of the sections of the Act under which we function.
- Mr. Smith - You must, in order to prepare your report. But that does not mean that your interpretation is going to be accepted. But you obviously have to make one, otherwise you could not prepare your report.
- Mr. Mackey - Now, my second question, and I will make it short too, "can we state that in such and such a case this or that section applies?
- Mr. Smith - Well, you can state that it appears to be applicable and I will make this additional remark if I may, which comes out of the papers which I have received, I don't see how you can say to Departments how to carry out their responsibility under section 9. That is perhaps a distinction that is very important. But it would appear to me, and I suggest as I said about 9(2) a moment ago, there are means under the Act to do certain things which would appear to be required where a bilingual district is not recommended.
- M. Savoie - Suite à la même question. Pour faire suite à ce que M. Mackey disait que supposant que nous faisions une certaine interprétation de tel ou tel article de la Loi et que notre interprétation soit fausse sur le plan juridique et que nous envoyions ces recommandations là-bas, je présume que le Ministère d'Etat va s'adresser à vous ou à ses conseillers juridiques pour avoir une interprétation. Alors quelle sera la réponse à ce moment-là?
- M. Smith - J'espère qu'ils vont venir me consulter et j'espère que j'aurai la même réponse que je vous donne maintenant. Je ne peux pas parler au nom de mon sous-ministre et j'espère que si ça arrive là il me donnera son appui. Alors on ne peut pas garantir que ça sera la même interprétation mais je crois que dans la plupart des cas il n'y aura aucun problème.

- M. Savoie - Ca revient à dire ceci, c'est que le Conseil doit s'efforcer, en interprétant les articles de la Loi, d'y placer la meilleure coloration juridique que possible sans quoi on risque de faire fausse route et de faire rejeter nos recommandations sur ce plan-là.
- M. Morency - Au risque de défendre le document que j'avais préparé sur ce sujet, vous mentionnez que le terme "communauté" n'est pas déjà reconnu dans la Loi. Par ailleurs, si le Conseil disait avoir reconnu, dans certaines régions, un besoin qui n'atteint peut-être pas tout à fait le degré de nécessité du district bilingue tel que conçu, ou qui même, dans certains cas, l'atteint avec certains doutes sur sa viabilité et que l'on ne veuille pas en faire un district qui sera perpétué inutilement, à ce moment-là, si on a recours à la section 9(2), disant nous reconnaissions ces régions appelées communautés ou autres choses du genre, après avoir expliqué le concept, il se peut fort bien que dans ces régions-là le Conseil recommande que les services soient donnés sous l'article 9(2) comme étant quelque chose de valable, dans les circonstances. Maintenant si c'est fait à l'égard d'une région qui compte déjà le 10% et qui est déjà en deça de la Loi, ce sera sûrement plus valable que si c'était fait à l'égard d'une région que ne compterait que 7% ou 8% de la population minoritaire. Est-ce que cette conception-là est acceptable?
- M. Smith - Je ne peux pas dire que c'est acceptable ou pas acceptable. Tout ce que je voulais souligner c'est que je ne crois pas personnellement que ce serait une bonne chose pour le Conseil de créer, n'est-ce pas, dans le cadre de son rapport, des concepts autres qu'un district bilingue. C'est que ça me semble possible, si le Conseil veut le faire, et en prend la responsabilité, et à ce propos, c'est oui, de dire "voici un territoire qu'on a considéré pour devenir district bilingue,

mais on ne voulait pas faire cette recommandation à cause de certains facteurs, mais nous soulignons que là il y a un besoin que le gouvernement et les ministères concernés doivent considérer en fonction de leurs pouvoirs et responsabilités d'appliquer la section 9(2). Il y a des nuances il me semble, dans la manière que vous approchez votre problème et je ne dis pas que vous ne pouvez pas recommander d'utiliser le concept de territoires bilingues ou communautés bilingues. Je vous dis tout simplement que ma réaction c'est que c'est inconnu dans la Loi et votre mandat est étroitement lié à cette Loi et donc, ça va poser des questions dans la pensée des gens qui reçoivent ce rapport. Donc, il me semble que si vous allez au-delà de votre mandat, il vaut mieux que vous n'alliez pas trop loin et de ne pas créer de nouveaux concepts et de plutôt utiliser ceux qui sont dans la Loi.

- Mr. Morrison - Subsequent to what you said about mandate. Section 15(1) says what the Board should do and it says "to submit a report setting its recommendations, if any". How do you interpret findings and conclusions and when do you know if you're going beyond the mandate, strictly speaking?
- Mr. Smith - You can, and this in fact is what I'm saying. You conduct an inquiry and you find out a lot of facts, and your object is to make recommendations with respect the bilingual districts and you say "well, this area does not correspond to what we think a bilingual district should be, notwithstanding the 10%, but, there is an area which merits some other considerations."
- Mr. Morrison - So findings and conclusions are modified by a recommendation for a bilingual district and these two things are tied.
- Mr. Smith - It seems to me, yes, obviously the purpose of the Board is not to make recommendations in the abstract but the purpose of making recommendations to the Federal Government with respect to bilingual districts. Now, things that relate to bilingual districts,

of course, are things that are opened to you, of course, and go beyond the actual recommendations territory wise. You can say we have examined territory Z and here is what we found. You may want to go even further than that and say well, looking at this thing we found that really the concept of bilingual district is maybe a little bit too rigid. And possibly, some consideration should be given to it. Maybe you want to say that the concept of bilingual district is too rigid and difficult to apply. You may want to say that many of these small districts in Manitoba are not going to be equal to those that you could find in Montreal and, does it make any sense? And this might be something that, it appears to me, you would want to underline.

- Chairman - I think there are other questions perhaps Judge Monnin.
- Juge Monnin - Non, ma question a été répondue
- Chairman - Then Dr. Mackey.
- M. Savoie - Si vous permettez, la question que je voudrais qu'on considère un peu plus, c'est le résultat pour une région donnée d'être désignée district bilingue ou bien d'avoir une sorte de recommandation vague au gouvernement de s'en occuper de façon spéciale. Je trouve que lorsque nous recommandons un district bilingue et que la recommandation est acceptée, si cette région-là devient district bilingue, la Loi spécifie très clairement les obligations du gouvernement fédéral et ça donne une série de bénéfices concrets. Si on fait une recommandation générale de s'occuper de cette région-là, parce qu'il y a 10% ou le 9.5% ou 11.2% et qu'on voudrait que le gouvernement s'en occupe, eh! bien, on tombe évidemment sous l'article 9(2), on en discutera tout à l'heure, mais moi j'ai beaucoup moins confiance que M. Spicer et d'autres personnes dans les vertues de l'article 9(2), mais en réalité je trouve qu'on n'accomplit pas beaucoup pour la minorité officielle de cette région que le Parlement voulait protéger en définitive.

Je crois qu'il est bon de s'attarder quelque peu sur ce point-là, quel sera le résultat ultime de l'une ou l'autre recommandation.

M. Smith

- Je suis complètement d'accord que selon 9(1) il y a certains droits qui découlent de la création d'un district bilingue. Je suis d'accord aussi que 9(2) est plutôt vague. Mais si vous considérez ce qui va être donné, ce sont les services du gouvernement fédéral. Si vous créez un district bilingue quelque part en Saskatchewan où le seul bureau principal est un bureau de poste, sur le point pratique, il y a certains droits qui découlent de ce district bilingue. Je peux entrer dans ce bureau de poste et je peux me faire servir, n'est-ce-pas, soit en anglais, soit en français. Si je ne suis pas servi dans la langue de mon choix, je peux déposer une plainte auprès du Commissaire aux Langues officielles. Tandis que si j'entre dans le bureau de poste de Toronto, peut-être que je ne peux pas, ou plutôt je peux déposer ma plainte, mais il se peut aussi que ceci ne donne pas suite. Cependant, dans mon optique, les services donnés à Toronto dans l'aéroport, dans le bureau de poste, dans les deux langues officielles est beaucoup plus important sur le plan global parce que ça touche une population plus considérable et je dois dire que les sanctions qui semblent exister après la création de districts bilingues selon 9(1), peuvent être quelque peu éphémères dans le sens qu'on n'a pas l'occasion d'utiliser ces sanctions. Tandis que, à Toronto ou à Vancouver, nonobstant que ce n'est pas un district bilingue, il y a des gens qui vont déposer des plaintes auprès du Commissaire aux Langues officielles et je sais que le Commissaire actuel va les poursuivre nonobstant que ce n'est pas un district bilingue. Alors ceci me semble sur le plan pratique, ce qui est d'opinion personnelle, beaucoup plus important, et ça me semble plus directement lié aux services qui sont donnés dans les districts bilingues selon 9(1).

M. Morency

- Dans ce que vous dites en dernier lieu, il n'y aurait aucune alternative et l'obligation serait là pour le gouvernement qui aurait accepté la recommandation pour un district bilingue. Dans le cas de 9(2), ça devient

facultatif jusqu'à ce que le gouvernement ait reconnu cette recommandation et ait donné des directives aux ministères. C'est toujours une possibilité, même dans le cas des districts bilingues, sous 9(1), puisqu'ils peuvent aussi rejeter la recommandation et à ce moment-là elle n'aura plus aucune valeur, mais de la même façon, 9(2), lorsqu'on dirait qu'il y a lieu de donner des services, si le gouvernement l'accepte, il peut donner des directives à la Fonction publique que dans certains cas ça sera considéré une demande suffisante et on verra à donner les services.

M. Smith - L'obligation est là quand même si les conditions sont remplies.

Chairman - Mr. Cartwright.

Mr. Cartwright - I would like to make one or two general points. But what I was going to ask has already been partially answered by what you said to other questions. But I think there is perhaps a difference, just for my own edification, as a discipline which applies to a social scientist, I think that in my interpretation about what the Board has been doing is that, I am not prepared to assume at the outset that the law, having been passed, could be applied equitably. In other words, it was a decision given in one's work from there. I am wondering if the Government would accept the recommendation from the Board, having investigated the feasibility of applying the law and finding that indeed in some areas if this law is applied it would reinforce a trend, but in other areas it might be destructive, and if the decision makers look at this and say, well here is a body that has tried to take a law that we have passed and applied it and has found it wanting, that perhaps we were not fully aware of the realities across Canada in formulating this law and indeed it does need some flexibility. How possibly would the decision makers envisage this possibility?

- Mr. Smith - Well this is my problem, you see, we are dealing here in an area of policy and I can't give you the answer to that, but I can say what my reaction is. My reaction, and I have had something to do with this legislation for quite a long time now, I am delighted when somebody comes along and makes that kind of suggestion. Because those are the kind of reflexions that I try to make from time to time and I can't always reach someone's ears. But I can't say to you and advise you to go out and change the law. May I take a moment and make the genesis of 9(2). I don't purport to tell you what 9(2) means. Because, Judge Monnin will correct me I am sure, I cannot say what positively was intended by 9(2) but I know where 9(2) came from, very well. Perhaps for that reason, I look at it perhaps with more favor than other people. Given these two qualifications, when the Act was drafted and thrown out for the views of the provinces in 1968, you may recall there were some howls and screams and in 1969 there was a conference, a constitutional conference, and a number of problems were raised by the provinces. At that time, the Government undertook, (and please don't write too much on this), and decided to see what they could do to fix it up. Now, off the record, and I think the Government was quite clear at the time, they were afraid of a constitutional challenge to the legislation. So the Minister of Justice went to the provinces in the West to discuss with the Attorney Generals who said "listen, we cannot apply this in our courts and so on", and we were advised by the people who had to do this on the ground of some of the problems of which we had not been advised of and this happens with any legislation. In any event, we proposed certain changes which seem to be acceptable to keep these Attorney Generals out of court and we also visited the Maritimes and visited the provinces and the last visit we made was with Mr. Bertrand in Quebec City and he had two or three points to make although these were not necessarily the same as the ones made by the Western Provinces. One of the points he had to make was about the bilingual districts. And he said "you know you are just creating

"ghettos" and he did not like the concept. However, the Government was not prepared at that point to abandon the concept, but we did listen to his point that what was far more important were the large minorities in the cities of Canada where you have a moving population and where people are drifting in from the country to Toronto, Ottawa, Vancouver, and you had large minority populations that could fill the criteria established for bilingual districts, but he said "look, those are the important people and those are the people that you want to reach", and, coming back on the plane, I sat and started to scribble and I did not do it in these precise words but those are the results. And that is why I advised the Advisory Board to pay attention to 9(2). I say that to you, but you see we were looking for a way to open up the rather rigid concept of the bilingual districts and what you are now saying is that it does not always match, it does not always work. My answer to that is that as far as the Legislation is in question, that section was intended to open it up and while I can't say what Parliament's intention was, I know the Government's general view is that services should be provided under as broad a basis as possible. There are of course some practical problems which cannot be cured overnight, which look fine to me. This was to leave it open and not to create ghettos but to really leave open the possibility that ultimately the services would be available country-wide and I felt that, and this is my personal opinion, 9(2) will ultimately take over and will become the criterion. Now I don't always agree with the Commissioner of Official languages but I know that he is also adopting this view and so I just say that in way off background which has nothin to do with the actual interpretation of what it says or what Parliament is said to have intended but certainly it was the Government's intention to open up and get away from the rigid concept of bilingual districts and say that where you can't find a bilingual district there will be other ways of doing this and in particular where there are large population concentrations.

Mr. Cartwright - But the idea, it seems to me, of communities is that where you could not possibly find a bilingual district if you work within the framework of the law, where there is a minimum of 10%, but you can turn 9(2) unto itself and say the creation of boundaries might have the opposite effect from what the law was designed for and therefore we will not establish a boundary but we will apply 9(2). You see, I think, it disturbs me a little bit firstly to say that going beyond the mandate leaves the Board open for criticism and it seems to me going beyond the mandate points out where the law is not universally acceptable, and where the law has weaknesses.

Chairman

- May I just interpret what I think was just said and tell me if I'm wrong. I think Mr. Smith's point, and it is very clear, is that if we stick to the law creating bilingual districts, there is no problem. If we wish to make additional recommendations under 9(2), there is not much of a problem in terms of our legal powers to do so, but it may have less effect. But, I think he's also saying, is that whilst we are free to make additional recommendations under any subject under the sun, we then get into the problem of Government policy and finally, if we are to change the nature of our mandate by creating a new framework of reference without fulfilling the mandate of declaring any district, that is the worst of all possibilities. Because we have no legal basis for writing a report on the basis of a notion of bilingual districts, communities, territories. Am I correct?

- Mr. Smith - Yes, this is essentially what I'm saying.
- Mr. Cartwright - I accept that, but essentially I am wondering how receptive you are to the recommendation of applying 9(2) by itself and suggesting perhaps a new concept.
- Mr. Smith - I personally do not have very much faith. I am concerned about the concept of the bilingual districts per se. I am also much more concerned about extending services country-wide where required. In a sense, my own personal view is I am delighted when I see somebody saying "well we shouldn't be creating bilingual districts, we should instead extend the services". I know this is not what the law says nor what the Government policy is, but this is my own personal view.
- Chairman - Miss Duckworth.
- Miss Duckworth - One of the main features of bilingual districts as opposed to article 9(2) is the obligation that is imposed. If we are to take advantage of the flexibility of 9(2), are we giving up the obligation attached to 9(1)?
- Mr. Smith - That is also an obligation in 9(2).
- Miss Duckworth - Yes, there is an obligation which probably is the demand.
- Mr. Smith - What I was going to say is there is no sanction in this law, except the Commissioner of Official languages, for either 9(1) or 9(2) and therefore what does it really mean if you have a Commissioner of Official languages that is going to entertain complaints in areas outside of bilingual districts, as I think the present one will. You probably are going to serve exactly the same purpose. And my point, a moment ago, is how many complaints are you going to get out of a post office somewhere in Saskatchewan and how many complaints are you going to get out of the National Revenue office in Toronto? I would be inclined to think that the Toronto office is going to receive many more complaints in the long run if people are aware that services ought to be provided.

- Chairman - I think we have several people who want to ask questions. Father Regimbal.
- Father Regimbal - On parle beaucoup de l'intention du législateur dans la formulation de cette Loi. et puis, on semble par ailleurs avoir beaucoup de réserves à l'endroit de l'utilisation de l'intention de la Loi dans la formulation des recommandations. Alors la question que je voulais poser est de savoir, tout en étant très conscient de ce rôle très auxiliaire que nous avons, doit-on laisser à la bonne volonté du gouvernement toute la responsabilité de la décision à l'endroit de l'interprétation des intentions de la Loi ou serait-il recommandable de tâcher d'intégrer dans la formulation de nos recommandations une interprétation de l'intention de la Loi?
- Mr. Smith - C'est assez difficile de répondre à cette question en dehors d'un cadre pratique. On vient de discuter la possibilité d'aller au-delà de votre mandat et la manière de le faire et les circonstances. Ce que j'ai voulu dire c'est que moi je ne peux pas donner ou de vous expliquer ce que le Parlement voulait en dehors de la Loi. Je peux avoir mes propres idées, mais ce n'est pas mon rôle de vous donner mes propres idées mais c'est plutôt d'interpréter la Loi, et au fur et à mesure que vous allez au-delà de votre mandat, vous allez dans le domaine essentiellement politique et essentiellement de la ligne de conduite du gouvernement. Donc c'est une question pour vous, est-ce qu'on va trop loin, est-ce que nos recommandations, étant donné que vous faites votre rapport sur les districts bilingues, votre mandat est rempli dans ce sens-là, ou bien combien vous devez aller au-delà du mandat, c'est une question très délicate dans le sens que si vous allez trop loin, ça se peut que votre rapport ne sera pas pris très au sérieux.
- M. Regimbal - Si vous permettez, M. le Président, je voudrais reprendre ma question. Au-delà du mandat, cette idée-là n'est pas très claire, pour la simple raison que dans notre mandat il y a tout de même 9(2) et 9(2) a aussi une fonction pratique.

- M. Smith
- C'est assez difficile de répondre à cette question en dehors d'un cadre pratique. On vient de discuter la possibilité d'aller au-delà de votre mandat et la manière de le faire et les circonstances que vous pouvez peut-être considérer me semblent dépendre en partie des circonstances. Ce que j'ai voulu dire c'est que moi je ne peux pas donner ou de vous expliquer ce que le Parlement voulait en dehors de la Loi. Je peux avoir mes propres idées, mais ce n'est pas mon rôle de vous donner mes propres idées mais c'est plutôt d'interpréter la Loi, et au fur et à mesure que vous allez au-delà de votre mandat, vous allez dans le domaine essentiellement politique et essentiellement de la ligne de conduite du gouvernement. Donc, c'est une question pour vous, est-ce qu'on va trop loin, est-ce que nos recommandations, étant donné que vous faites votre rapport sur les districts bilingues, votre mandat est rempli dans ce sens-là, ou bien combien vous devez aller au-delà du mandat, c'est une question très délicate dans le sens que si vous allez trop loin, ça se peut que votre rapport ne sera pas pris très au sérieux.
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- M. Monnin
- M. le Président, il ne faut pas oublier quel est notre mandat et que nous ne sommes pas des législateurs, nous ne sommes pas des innovateurs, nous ne sommes pas des politiciens qui avons des politiques gouvernementales à élaborer ou à prendre. Nous sommes un Conseil consultatif dont les fonctions sont très précises. Il soumettra, regardez 15(1), c'est tout votre mandat. Il soumettra au Gouverneur en Conseil un rapport énonçant ses conclusions, ses constatations et notamment, le cas échéant, les recommandations relatives à la création de districts bilingues. Tout est attaché à district bilingue, ou à la modification des limites des districts

bilingues, mais nous ne sommes pas rendus là, nous n'avons même pas créé les premiers. Alors notre mandat est très simple, que nous l'appliquions et que nous regardions à 9(1) et 9(2) ça va, mais enfin 9(2) c'est au département et aux agences du gouvernement fédéral de le mettre en force. 9(2) dépend du Ministère, du département de mettre en force. Pour nous, il s'agit de délimiter et plus nous allons aller et nous éloigner de ce qu'on nous demande de faire, moins nous serons crédibles, moins nous aurons de valeur au point de vue du public, plus nous aurons l'air ridicule et plus nous mériterons peut-être que le deuxième rapport ait le même sort que le premier. Alors il faut faire bien attention de ne pas se donner un cadre qui ne nous appartient pas du tout.

- Chairman - Mon Père, est-ce que vous avez autre chose?
- Père Regimbal - Justement, est-ce que le Conseil est lié à ce point de vue, je voudrais le savoir?
- M. Smith - Sur le sens, quand j'ai commencé à expliquer, j'espère que j'ai été assez clair là-dessus, vous avez un mandat dans 15(1) comme vient de dire M. le Juge Monnin, il faut le remplir et ça c'est votre mandat. Vous avez d'autres constatations qui viennent de vos études, n'est-ce-pas, en remplaçant votre mandat. Alors, c'est une question essentiellement pour le Conseil si vous voulez aller au-delà des recommandations absolument nécessaires au 15(1) et je suis complètement d'accord avec ce que vient de dire M. le Juge. C'est que plus vous allez au-delà de votre mandat, plus vous aurez un problème de crédibilité. Alors, c'est un choix assez difficile et la raison pour laquelle je veux suggérer de ne pas essayer de créer de nouveaux concepts dans votre rapport, qui n'existent pas dans la Loi. A mon avis, vous devriez les éviter, à moins que, à un moment donné, vous vous dites "voici selon notre rapport et selon ce que nous avons constaté, il y a lieu à considérer l'élaboration de nouveaux concepts tels que, peut-être, ceci et cela. Mais c'est au Conseil à décider s'il veut aller aussi loin que ça."

- Chairman - Mme Raymond.
- Mme Raymond - Ma question, M. Smith, est la suivante. Comment appliquer avec égalité une Loi à une situation qui est inégale, pour la rendre égale?
- M. Smith - Vous parlez de quelles circonstances?
- Mme Raymond - Je parle de la situation du Canada.
- M. Smith - Ecoutez, ce n'est pas une question juridique. Je crois que je vais laisser tomber cette question-là.
- Mr. Hickman - When you suggested that we should stay within the law, I think I can see how we could interpret 9(2) to cover the Toronto situation but what about the situation that when we say that there is 10% of the minority in a small region or large? We think we have arguments to recommend that it not be included in the bilingual districts. We are already beyond our mandate if we don't include it? Or may we include it under 9(2) without giving it a title since you said that we should not call it something?
- Mr. Smith - I think I suggested quite strongly that you should not give it a name but it is up to you if you do. All I was saying is this. First of all, fulfil your mandate, make your recommendations, make sure you do that, do what you are required to do by the law and, beyond that, you may have certain things that you want to say which you probably can properly say, since you have done this and that and examined the situation. There are other ways than a direct way, perhaps in getting a point across that you want to make. For example, I am not suggesting that you say 9(2) should be used in any particular circumstances. That is an obligation under both 9(1) and 9(2) for the departments of the Government and agencies, not even of the Government itself, but of the departments who have the responsibility and answer for their own sins.
- Mr. Hickman - All we could do would be to recommend that the people in those areas be given the services.

Mr. Smith

- Well, you might want to say that, but you may also want to say "we examined such and such territory and found that it has 16% of the minority people there. But for the following reasons, we felt it should not be created a bilingual district". The mere fact of including that consideration in your report might well cause the Government to say well we should provide services there. And its inclusion in your report in this fashion may well be cause to think. You may want to go beyond that and say "well, we think that the Government might well consider giving its services to the population by the various departments giving services there" and that may be possible too. You may want to take a step further and speculate on this possibility and say "we think that this is the kind of situation which the Government may want to consider and view it as another creature that we would call bilingual community". There is a whole spectrum of possibilities and the farther you go along in this spectrum, the more it seems to me you have to be careful. And this is perhaps the reason for my suggestion that when you get to the delicate matter of deciding exactly how far you want to go, maybe it would be a good idea to test with the Secretary of State so that you do not get into serious policy considerations. Because you're saying in effect you should amend the law to achieve this sort of thing. Did I make myself clear as we seem to be in fact saying the same thing but you seem to say in fact that the Act is binding in and that the framework is not necessarily suitable. All I can say as a matter of law, is that the framework is there, and you are required to make a report within that framework. The extent you want to go beyond that framework, having fulfilled your mandate, is a policy and there are these other factors which I suggest as personal views, as to how you might go about it and how you might be getting into some difficult waters, because I recognize that most boards and people, like the Commissioner of Official languages, who write reports, have a background of knowledge and want to say things about and beyond their mandate they think can be useful. But you do have a fairly technical mandate to fulfil. The degree to which you want to enter into the realms

of policy, the farther you go into the area of Government. You may want to talk to the Secretary of State at some time about the kind of things you're thinking.

Mr. Hickman

- It isn't our job to guess how our recommendations might make our report seem more palatable, more logical and yet we are influenced, I think, if we didn't feel these things, we would leave it to statisticians to decide where bilingual districts should be. To what extent, if we don't include the 16% area in a bilingual district, do we open up, not so much ourselves, but the whole business to criticism. You have not applied the law. There is 16% and somebody is liable to say "you should have recommended a bilingual district".

Mr. Smith

- Your entire report is open to that sort of criticism and where you do create a bilingual district you may have people that say "you should not have for other reasons"! So, you have to call the shots, and I suppose all I was saying with respect to the 16% is that the mere inclusion of that, a discussion of that, may be sufficient to achieve an end which you see collectively as useful.

Mr. Hickman

- Could we say then, in other words, we consider this and it is our recommendation not to include it, but we don't make the decision. As you say, the Government might make it a bilingual district.

Chairman

- Dr Mackey and then Dr Lamontagne.

Mr. Mackey

- I would like to put the question in this context about the form and scope of our report insofar as it may or may not facilitate the implementation of what we recommend. In other words, the question here is this. Our recommendations have to do with the answer to the question: what. And in addition to that, the reasons. Do you think that it would facilitate the implementation of our recommendations if we were to, in each case or generally, state why we made this recommendation, why we made that one, why we didn't do this, rather than the case...

Mr. Smith

- Well, it seems to me that you are required to state your findings, conclusions and recommendations with respect to bilingual districts and what could be broader than that? In other words, it does not say that you are limited to describing what should be a bilingual district.

Mr. Mackey

- That is not exactly my question. My question is, from your point of view, and you have a lot of experience in the implementation of recommendations as you have seen many, is it advisable as a general rule to help the ministry and guide them and take them by the hand to say this is what and why we didn't do this as we could have done it. Or is it better simply to say in a cut and dry fashion...

Mr. Smith

- I don't think I can answer that in the abstract, but I suppose I can give you some sort of answer from the point of view of the last report, and it seems to me that if you have reasons in each case, then I suppose the implementation by those who study the recommendations if they don't want to do what you recommend, they are faced with the reasons and therefore would have to find better reasons not to do it, or, some completely different considerations which applied in the last Board for not accepting the report. But we had the study of the report and I suppose that when the first report recommendations were examined, had there been in each case more cogent reasoning, I suppose the problem of Quebec was a particular problem, and I suppose you could say that that was not really supported. I am just thinking back and you probably know more about this than I but it seems to me that that was the real stumbling block and possibly, and this is no disrespect for those who made the recommendations, but possibly the situation in Quebec, the recommendation, had it been defended in detail, maybe they would not have made the recommendation because when it came to be studied, it was found that the recommendation was not defensible. I am sort of doing this third hand, because this is not necessarily my view, but this, I think, was the conclusion of the

group that studied the report and perhaps Neil could say more.

Mr. Mackey

- To close this up, in other words, the more reasons you give for having made a recommendation, the easier you make it for persons who wish to implement your recommendations and the more difficult you make it for persons who do not, because they have to give contrary opinions. Is that what...

Mr. Smith

- More cogent ones, yes.

Mr. Mackey

- Yes this is it.

- Chairman - I think that Dr. Lamontagne and Mr. Savoie had questions to raise, and I suggest that unless they have new questions to raise, I would suggest that we go to the other points as we should not go beyond 12:30.
- Mr. Lamontagne - Just a short question to come to a summary of this. Je suis très surpris d'entendre que la section 9(2) ne fait pas partie de notre mandat au même titre que la section 9(1) parce que pour moi toute la section 9, ça rapport aux services bilingues que le gouvernement fédéral doit ou peut fournir. Pour moi, c'est un ensemble. Et alors on peut faire la recommandation, dans la section 9(1), c'est très précis, c'est bien défini, que le district bilingue ça s'appelle comme ça. Dans la section 9(2), c'est peu défini, c'est pas clair, mais il y a tout de même quelque chose qui doit être assuré à une certaine population et c'est ce que les Belges appellent les agglomérations urbaines dans leur loi. Et dans les agglomérations urbaines comme Bruxelles ils sont obligés de donner les services en français comme ici dans les deux langues. Alors c'est ma conception, peut-être que c'est ridicule aux yeux d'un juriste, que c'est méprisable comme interprétation, mais il me semble bien que ça fait partie d'un tout.
- M. Smith - Ce n'est pas du tout méprisable mais tout de même je crois que le problème est sur le plan n'est-ce pas de la loi dans ce sens. Vous avez vos obligations selon l'article 15(1). Les ministères du gouvernement ont leurs obligations selon l'article 9. A la lumière de la création de certains districts bilingues ou non, ça dépend, mais vous, vous n'avez rien à faire consciemment avec l'article 9. N'est-ce pas c'est la responsabilité des ministères, qui découlent de votre rapport, et éventuellement d'un arrêt du gouverneur en conseil. J'ai souligné l'article 9 simplement pour, et simplement en parlant des résultats de la création ou le manque de création d'un district bilingue, des obligations qui relèvent des ministères.
- Mr. Morrison - This in fact is what happened after the first report. There was barely any mention of 9(2) and this would mean that the government

considered this as an obligation on the part of the departments.

Mr. Smith

- That is correct, and as far as I am aware, and I have nothing to do with the implementation of the law, but what I see is that the government is really moving to extend services without reference to particular areas, defined areas, and without saying well we're going to have probably a bilingual district here and there. They are saying well there is demand here and we have to try and provide the services. It is as simple as that, and I think that should be kept in mind at all times that the obligations under section 9 are obligations on the departments and agencies. And those exist quite apart from your recommendations but when you recommend them, certain things happen in relation to 9(1).

Mr. Morency

- I would like to add that in spite of the fact that the report was not implemented, all departments have taken action in order to give the services in all of the bilingual districts that had been recommended, even if not accepted, and in the review of the budgets when we reviewed the budget of all departments in Treasury Board, we found that actually each department was acting and Treasury Board asked what are you doing in this and that area which had been recommended? You must be ready, therefore start now, and I think they were in fact taken into the implementation process.

Mr. Smith

- I can assure you that as far as I was concerned at the time, that was the position that I took that they ought to be able to extend their services in any event. That was one reason why they didn't accept the report, whilst waiting for the '71 statistics. It was that they would extend the services notwithstanding that there was not in fact creation of a district.

Chairman

- Ms. Duckworth are you on this point? Or is there anyone else who would like to speak on this point?

Dr Savoie

- Je ne sais pas si ma question est aussi pertinente que je pensais qu'elle le serait mais je voulais demander à M. Smith son appréciation juridique sur le 9(2). Ca fait plus qu'un an qu'on en parle et c'est sensé être la grande panacée universelle et spécifiquement sur le problème du bilinguisme au Canada. Maintenant disons que depuis que vous êtes ici je suis un peu mêlé et je me demande ce qu'on a à faire avec 9(2) et je crois que vous devriez clarifier ça avant de partir, si réellement on doit s'en occuper de 9(2) ou non. J'étais convaincu que oui, et là ce n'est pas clair dans mon esprit. Ca c'est le premier point. Le deuxième, c'est précisément le contenu de 9(2) et la raison pour laquelle je trouve que, tout d'abord je reconnaiss que c'est votre brainchild, et je trouve que vous avez fait un exercice extrêmement valable en rédigeant ça et en essayant d'ouvrir le concept du district bilingue et que vous avez peut-être une affection particulière pour cet article-là, mais quand même je trouve qu'il comporte des faiblesses inérantes qui sont telles qu'on ne peut pas lui faire ou lui donner l'absolution sans confession, comme aurait dit le père Regimbal autrefois. C'est que si vous voulez je prends le texte anglais qui dit: "the duty to ensure, to the extent that it is feasible for it to do so. to the extent that it is feasible." Alors immédiatement vous avez des fonctionnaires qui vont décider jusqu'à quel point c'est faisable donc vous avez tout de suite une question d'interprétation qui peut aller dans un sens ou dans l'autre d'après la disposition personnelle, subjective de l'individu qui fait ce jugement. Vous avez ensuite la question de "significant demand". Qui est-ce qui décide, puisque ce n'est désigné nulle part, et ça peut encore être des fonctionnaires qui vont décider que la demande est importante ou non, donc une autre possibilité que nous pourrions appeler un "loophole" et, finalement, vous avez la troisième, "that such persons, can obtain available services from" et là ce sont encore des fonctionnaires ou des gens qui sont plus ou moins intéressés, qui font un jugement subjectif sur la disponibilité des services. Certains vont dire c'est

possible. Ils ne sont pas disponibles. On ne peut pas les donner. Alors c'est là que je trouve que le 9(2) a tellement de faiblesses, qu'on ne peut pas lui accorder une importance trop importante pour assurer la mise en application du bilinguisme au Canada.

M. Smith

- Je suis complètement d'accord sur, disons, la faiblesse. Moi, j'aurais dit plutôt, la flexibilité, dans ce sens que pour avoir cet article, il nous a fallu une définition, et, je voudrais souligner qu'il y a une obligation où existent les critères établis dans 9(2). C'est vrai que la définition leaves it to the department to decide but the check in the system is still the Commissioner of Official Languages and the Commissioner of Official Languages will ask why is it not feasible when the fellow goes to the National Revenue in Toronto and cannot get somebody to communicate with him. That is the check under 9 and 9(1) can be meaningless too. You can't go to court with this. The sanction is by the Commissioner of Official Languages and he can act under 9(2) as he can act under 9(1) and the question of feasibility and significant demand, are vague too, but I can tell you from certain differences of opinion that I have had with the Commissioner of Official Languages that they take a very broad view, and a future commissioner might even take a broader view. I don't know. So you're not really dealing with something you can take to court, you are dealing with an administrative and political creature in the sense that duty is being imposed on departments and the check with an officer of Official Languages and these vague flexible words may not be enforceable, but 9(1) isn't enforceable in the courts either. It is all there simply to provide this flexibility and it can be used and will be used by the present government and any other government and will be used by the present Commissioner of Official Languages to push the government to do things that should be done. I don't have any answer directly to your question, but still I agree with you it was left open. It was designed as such but it still imposes

a duty that providing the conditions are fulfilled the department should decide what is feasible, what is a significant demand, and there is somebody else looking over their shoulders.

- Mr. Savoie - Would you care to comment on the first part of my question and tell us to what extent, if any, that the Board has to be concerned with 9(2).
- Mr. Smith - All I suggested is that 9(2) is there and the Board does not have to be concerned with it directly. All I'm saying is that the government and departments have that avenue and cannot hide behind the facts that you are not recommending a bilingual district. If you consider some particular area and you don't want to recommend it a bilingual district, it is still possible for the government to pick that up in a more or less precise fashion and they have the power and they have the obligation under 9(2) to do something. I suppose that, faced with an assessment of an area, which in your report you say we don't want to create a bilingual district for the following reasons, the government still has that avenue and will be asking itself what shall we do, because there is obviously someone to be considered here. And the Commissioner of Official Languages will have that in front of him and will be sending somebody down there to see if the local federal services are being offered in the second language.
- Chairman - Now we have three hands up. Judge Monnin
- Judge Monnin - Just a brief comment in fairness to the legislative draft of 9(1) and 9(2), as relating to the flexibility or imprecision, depending on the concept or the mind that you apply. French minds proceed differently. Le législateur anglais, pour sa part, procède de cette façon-ci, comme je l'ai déjà dit. Let's not forget that this is the result of a compromise where there were three, without naming them, three individuals, one Walter Weir, Attorney General, Sterling Lyon, Thatcher and I think Wackey Bennet. Comme vous voyez il fallait patiner pour arriver avec une solution de cette sorte-là. Il nous faut vivre avec cela. C'est le concept du Canada où nous trouvons toujours des

solutions de compromis. N'oubliez-pas aussi que si jamais nous recommandons de faire des amendements à ce texte de loi, que nous nous plaçons dans une position des plus embêtantes et des plus difficiles. C'est un texte de loi qui est "a can of worms". Ce n'est pas ce qui est de plus populaire dans le Dominion du Canada. Vous n'avez qu'à traverser la Rivière Ottawa pour savoir que ce n'est plus populaire chez les francophones pas plus que chez les anglophones. Si on se permet de faire des recommandations qui obligeraient les législateurs, s'ils veulent le faire, d'amender un texte qu'ils n'ont pas du tout l'intention de réouvrir à moins que ce soit absolument nécessaire. N'oublions pas que c'est un domaine politique. C'est une chose qu'il ne faut pas oublier. Il faut être réaliste et vivre en 1973 dans la situation politique canadienne.

Miss Duckworth- It was just eventually that 9(2) might do the job and I am wondering if we do follow our mandate and recommend some bilingual districts and some get declared, do they become a nuisance at some point when one wants to switch to 9(2)?

Mr. Smith - This is the fundamental question in this sense that once you create a district it is there although you may change the boundaries and you require legislation to do away with it. That is one of the reasons among a number, that the first report was not acted upon. So you want to be very sure of what you are doing and the government wants to be sure what it is doing. All I can say to that is that to the extent that districts are created, to that extent, the government and even the creation of one, commits it to the principle of bilingual districts. And if it is sure that it wants to go that route, and they are not committed yet they have not created any, there is no follow-up, it is unsure. Then I suppose that is a consideration and goes to the root of it, that your mandate is to look at these things and stick to the Act as it now stands.

Mr. Hickman - Has it not committed itself to one district in the capital region?

- Mr. Smith - That is a real hurdle and there are various views about the utility, whatever you want to call it, about bilingual districts. It does not seem to me that you are here to really question that and say well we don't believe in the bilingual districts. That's not your job. You've got the Act and you've got to make some recommendations although you may wish to outline the difficulties and again, this is a policy decision.
- Chairman - I would like to get on to the next item...
- Mr. Mackey - Mr. Chairman I'm trying to make some sense out of what we are talking about as the discussion goes on...
- Chairman - Dr. Mackey has some marvelous phrases in discussion, and one of them is: "Allow me to explain the point you just made!"
- Dr. Mackey - Excuse me Mr. Smith, but I am trying to think this out for myself and as you said in response to my last two questions, that we are responsible I gather for the interpretation of the sections of the Act, which concern us. No.1 No.2, we may give reasons for our recommendations, and I think this is established that we think so, so if one of these reasons is a provision in another section in the Act, may we interpret the meaning of such a section.
- Mr. Smith - There is no constraint upon you in placing a meaning upon another section of the Act that may have relevance to your mandate. That does not mean that that meaning will be accepted by the government, but obviously you must give some meanings to the words that are written down on paper relating to what you have to do. That is sort of basic. You cannot do anything until you decide what you want to do. You want to go one step farther and say "well yes there is another section the obligations in which flows from what we do or don't do", and I don't see any particular problem in describing the meaning if you wish to do so, if you feel it is necessary.
- Dr. Mackey - Our reasoning would take therefore a pattern like this. If, such and such a section, means this, we recommend a bilingual district and, if it means something else, we don't. That is the sort of conclusion we come to.

- Mr. Smith - You would not put the draftsman in this position! I suppose that all I can say to that Mr. Chairman is that if I can be of assistance when you reach the point of interpreting a particular provision in the Act or a particular purpose, I will be glad to do whatever I can.
- Chairman - I would like to spend a few minutes on "principal offices".
- Mme Raymond - Moi je vais parler d'un autre point de vue de la loi. Le point de vue qui dit qu'après chaque recensement fédéral un nouveau conseil doit être nommé. Si la loi a été pensée en fonction d'un plan à long terme pour le bilinguisme au Canada, l'interprétation qu'on pourrait donner à cette partie de la loi, c'est qu'au fond le premier Conseil et maintenant le deuxième Conseil où le gouvernement ne pourra décider d'instaurer 35 districts bilingues à travers le Canada. Et que chaque fois où il va en déclarer un, il le fait pour l'éternité d'après la loi. Donc il faut penser que si on veut interpréter la loi, que c'est peut-être pas avantageux de mettre le plus possible de districts bilingues.
- M. Smith - Est-ce que je peux répondre indirectement à votre question? Le fait qu'il y aura un nouveau Conseil après chaque recensement vous donne une certaine flexibilité. Vous n'avez pas à vous sentir obligés de recommander globalement, tout ce qui peut l'être, puisque dans un autre dix ans, il y aura un autre Conseil selon la loi, telle qu'elle existe actuellement. Alors ça ne veut pas dire que vous êtes empêchés d'une part, mais il y a cette disposition que vous avez devant vous et que vous pourrez très bien vous dire, d'ici dix ans on saura un peu plus sur les problèmes linguistiques dans un territoire donné et, pour le moment, nous considérons qu'il vaut mieux ne pas créer un district bilingue. C'est une raison que vous pouvez donner pour ne pas créer un district bilingue dans un certain territoire.
- Mme Raymond - De toute façon, c'est la façon pratique et qui répond à ma première question, qui est la situation d'appliquer avec égalité la loi

où il y a des situations inégales, pour les rendre égales.

- M. Smith - Je suis content que j'ai finalement répondu.
- Chairman - May we pass on then to the next item because if we want to get all the possible benefits of Mr. Smith's presence as we can. I think Item II is not terribly important to the effect that we could perhaps propose a different title. Obviously in the report we would have to talk about bilingual districts because that is what the law tells us to talk about. However, if we are to make a provisional recommendation we might want to suggest that there be in future, there ought to be amendments to the Act, that the term bilingual district might be changed. Now, I guess we are asking you a simple question as to whether there would be any legal objection in making such proposals in our list of recommendations.
- Mr. Smith - I don't think there is any legal objection as this is a matter of policy but there are different ways in which to go about that. As long as you fulfil the mandate.
- Chairman - Is there any other question? Then may we pass to item III which is a much more difficult question. We have wrestled at great length in our deliberations here about the problem of what is the definition of principal offices as we deal with it in our report. I think I sum up the feelings of the Board members, when I say that we feel it is a very important item. And we as a Board who have thought about it at great length and have come to grip with the realities of the situation feel that we ought to say something here for the good of everybody. We are asking you now, I suppose first of all, how do you as a legal officer interpret this concept in the Act, at the moment?
- Mr. Smith - I think I can answer that fairly briefly as this question has come up before. As a matter of fact it was asked by the Board for the last report and the advice I gave at the time on principal office was that it was a concept relative to the district being created. And as you create a district where

there is only one office, by definition that would be the principal office of the particular department which is located in that district. If for example you create New Brunswick as a bilingual district, as was recommended by the first Board, then again it is a relative question as to what is the principal office within New Brunswick. And I think the answer that I gave at that time was, if you take the Post Office for example, it is obviously the major Post Office in New Brunswick and that would not mean every Post Office in New Brunswick and, I suppose, that we have to look at the sanction by the Commissioner of Official Languages who, I think, would find it reasonable to consider that every Post Office let's say in the Northeast of New Brunswick, should provide services in both languages. I would hope that you would not find it unreasonable, if at the Post Office in Caraquet, assuming that the population is exclusively Francophone, that there was not any service in English and I would hope you would not find it unreasonable that in St. Stephen's or some place like that where there is no French-speaking population, that the services are only in English. I would also say to you that services can be rendered in a variety of ways.

- Chairman - May we try on you some of our ideas and alternative hypotheses?...
- Mr. Morrison - Could I ask you one question? It just occurred to me as you were talking before about the flexibility of or the limitations of 9(1). Supposing the Board recommends a bilingual district in Manitoba for instance where there are practically no federal services now. 9(1) says that there is an obligation to provide services to the public at the principal offices in the district. Is there likely then to be any conflict say, if Public Service Unions say, there is a district, 9(2) does not apply, 9(1) applies because the government has created a bilingual district and that is the limit of the obligation.
- Mr. Smith - Well, sure that might be a potential problem but I have already advised departments that even though they do not have an office within the particular area I found it advisable that

servicing that district from outside the district be able to provide services in both languages. But you get into some hairy problems because you take Manitoba again, if you create a district say in St.Boniface and the head office of the Canadian Wheat Board is in Winnipeg, to what degree will the Wheat Board provide services at its main office in both official languages. However, when the Wheat Board distributes pamphlets all over and you reach within areas where you have 500 farmers and a high percentage of French-speaking farmers and 5,000 Ukrainian-speaking farmers and 30,000 English-speaking farmers, what are the obligations of the Board at that point. And we have run into that. Again, it is a question of balance.

Mr. Morrison - 9(1) as you said is more precise but also is more restrictive.

Mr. Morency - This question of principal offices, and I believe you received a paper prepared on this subject, needs to be defined and that definition depends to a great extent on how we look at it. Is it from the point of view of the government, and the office which they consider the highest in the hierarchy or is it the largest office, which in some cases don't even deal with the public and, the intent of the Act is to serve the public. Usually the highest office is that which regulates the work of those underneath. Or again, do we look at it from the point of view of the public which we are trying to reach and for those or for that public it is definitely the office where they get their personal business done. So there are these two points of view and I was wondering if, in the report, the Board should not define this approach and give their interpretation of it. Do you think that there would be any legal complications?

Mr. Smith - Well I suppose that on the strictly legal question, principal office does not mean all offices. Principal office in a bilingual district that does not mean all offices within that bilingual district. So, as a matter of law, I suppose the advice I can give is that it is always relative but it isn't necessarily

everything. If parliament had wanted it to be every office it would have said every office. Insofar as your defining principal office, first, as you appreciate, you are not in a position to give a definitive interpretation but your problem is that you can say that you are looking at a bilingual district and the purpose for creating a bilingual district is really ultimately to see what services are going to be provided in both languages, and that in turn leads us to the problem as to where those services will be provided and we cannot ignore therefore what those places are. And this in turn leads you to principal office. And you may then want to say following that line of reasoning, you may want to say something about this point. You should start from this premise that principal offices are relative to the district that you are creating and it does not necessarily mean all offices, although in certain circumstances they could. Because there could be one office and that would be the principal office and there could be 10 offices and they could be principal offices, because this is all relative. Have I made myself clear?

- Mr. Morency - In other words, it is not impossible and it would have to be stated clearly, that depending on the circumstances, it may be looked upon as being the principal office for the people of that region.
- Mr. Smith - That is correct. A relative concept. "Each of the principal offices in a bilingual district".
- Mr. Morency - So if there are two offices in one district and the jurisdiction of each of these two offices is to look after two groups of people on this side of the district it would be the principal office for this group, and for the people on the other side, the other, would be their principal office.
- Mr. Smith - Yes, probably this is fair enough. You have two Post Offices which may be the only federal presence in the district and they may have a divided jurisdiction in terms of where you go for your mail and it might well be, but don't take this to mean that every office is therefore a principal office.

- Mr. Morrison - The reverse of what Roly is saying is that for instance Northern Ontario we may say one district, then there is the interpretation of principal office in a bilingual district covering the whole of Northern Ontario or at least a large part of it, is it likely to be interpreted by whoever deals with this, for instance the Commissioner of Official Languages, in the same way as if you said "we recommend and the government proclaims districts for Nipissing, Sudbury, Timiskaming, Cochrane..."
- Mr. Smith - I think you have to look at the departmental set-up. Now, assuming that all of those Post Offices in Northern Ontario were equal and they all take their direction from Toronto, they might well be all principal offices and certainly the advice I would give them is that it would be that if they want to be safe, those are all principal offices. Now supposing there was a regional office, which all of those depended upon, you might take the narrow view that that was the principal office in relation to that district. Now the kind of advice which I would give is it might be argued that that is your principal office but you're not really giving any services in there as there are 10 offices to which people of both languages are addressing themselves frequently, and you should consider those as your principal offices. That is the safe tact to take because the Commissioner of Official Languages would not accept a Post Office not being able to give services in the two languages in that area. You see you are dealing with a very practical situation, and while I say it is relative, and it is, perhaps we must look at the facts in each case. If you have a district where you have a four tier hierarchy, maybe the principal offices should include the first two tiers and not the bottom two.
- Mr. Morency - As you would have in Ottawa the main or head office, the regional office and some local offices.
- M. Savoie - Sur le premier point je crois que, est-ce qu'il est sûr que nous parlons de bureau principal et que ce n'est pas défini dans la loi.

Là vous nous donnez une interprétation personnelle et possiblement qu'un autre conseiller juridique pourrait en donner une autre et là il n'y a plus de limite. Il me semble que ce serait valable s'il y avait quelque part, quelque chose d'écrit, pour définir bureau principal. Que ce soit accepté ou non, mais qu'il y ait quelque chose comme point de départ. Et la première question que je pose: est-ce que c'est souhaitable que notre Conseil essaie de définir bureau principal et l'écrire? Le gouvernement fera ce qu'il veut avec ça, mais au moins il y aura une tentative d'interprétation en tenant compte de l'esprit de la loi.

Maintenant, M. Morency a quand même fait un travail très valable je trouve, et moi j'aimerais avoir votre interprétation sur le document et vos conseils comme conseiller juridique sur la valeur de ce document-là.

Par exemple quand il dit: "We recommend that the expression of principal office be construed to mean all offices through which direct communications to or from the public are made, in whatever activity and administrative level". Moi, ça me satisfait, et j'aimerais bien qu'on puisse accepter ça. Est-ce que du point de vue juridique, en tenant compte de la loi, que vous seriez capable de dire c'est une bonne définition? Elle peut se défendre. Il y en a d'autres je crois qui se défendraient beaucoup moins bien, à la troisième page par exemple, est-ce que la proximité d'un district bilingue constitue une demande suffisante, eh bien on revient à votre question du Canadian Wheat Board à Winnipeg et peut-être faudrait-il y regarder de très près. Mais j'aimerais avoir une appréciation légale de ces recommandations-là, et des suggestions, pour voir si nous pouvons essayer de fournir une définition qui rendrait service au gouvernement et au département concernés.

M. Smith

- Le problème c'est que je ne crois pas qu'on puisse donner une définition abstraite. La définition que je vous ai donnée au début c'était que le concept de bureau principal est un concept relatif, dans le sens que ça dépend des facteurs dans chaque district proposé, chaque district créé. Donc, ça me semble que c'est impossible de donner une définition qui

va s'appliquer globalement. Il me semble que vous pourriez, comme j'ai dit tout à l'heure, arriver à un point dans votre examen du problème du district bilingue où vous vous dites il faut que nous donnions pour les fins de la création des districts bilingues, une définition par rapport à chaque district, des bureaux principaux. Mais je doute fort qu'on puisse say that all principal offices be construed to mean all offices. I don't know how you can say that, because that is not what parliament said. It may or may not be all offices in a bilingual district.

- M. Savoie - "All offices", ça veut dire plus que ça. Ca dit all offices with communications with the public et ça c'est différent. A ce moment-là, ce que vous considérez bureau principal ne rentrerait peut-être pas là dedans du tout parce que le public n'a aucun contact avec un certain bureau principal ou presque pas.
- Mr. Smith - Let's assume for a moment that the office is located within a district. I don't think that you can give a definition in the abstract and that is really my point. How do you do that, when Parliament has said, and this is the obligation of the department mind you and you cannot impose your definition on departments in that sense. Obviously you can take into consideration what is meant by that but it is principal offices in a bilingual district. It is still a relative concept. It does not say every office through which services are given to the public but principal offices and the only way I can construe that is principal office of any department in that district.
- M. Morency - Est-ce que ce n'est pas possible M. Smith de concevoir, et on sait fort bien qu'un ministère n'a jamais deux bureaux qui ont la même juridiction, tout d'abord. Alors partant de ce point-là, puisqu'ils ont chacun leur juridiction et territoire à desservir immédiatement dans ce territoire-là, ils sont les seuls. Alors c'est pourquoi on peut dire "tous ceux qui communiquent avec le public" et le public n'a rarement le loisir de communiquer avec deux bureaux du gouvernement fédéral dans le même endroit. Il y en a un qui a la responsabilité de leur localité. Alors, à ce moment-là, et c'est

sur ce point-là que j'ai dit "all offices dealing with the public" et le public n'a pas à traiter avec deux. Nous en avons eu des exemples dans toute nos visites lorsqu'on demande aux gens où ils obtiennent leurs services. Quelques-uns de l'autre côté de la rivière nous disent qu'ils peuvent se rendre à Pembroke de l'autre côté de Pontiac, mais on les renvoie toujours à Hull, parce que Hull a la responsabilité des gens de leur territoire. Alors immédiatement, vous n'avez pas de duplication de la part du gouvernement ou du ministère, et il n'y a seulement qu'un bureau pour ce territoire et c'est dans ce sens-là qu'on dit "tous les bureaux principaux" parce qu'ils traitent avec une seule partie de la population.

Mr. Smith

- Well, I suppose that what you are saying is that a practical examination of a problem in a district reveals only one office that deals with the public in that district. If that is the case, and I am not absolutely sure that this applies across the Board, but if that be the case, then maybe you're right. I don't think that globally you can say that it should be all offices but I think you can say for the purposes of your report that you find that in most cases members of the public in the district deal only with one office in a district and that generally there is only one office in a district, and if that be the case, by definition it is probably the principal office. That may be all right. But I can only say, as a matter of law, as I see it anyway, it is not every office in a district that is a principal office and that it is a relative concept, and if you find that in practical terms there is only one, that there will be only one, then in most cases maybe you should say that.

Mr. Morency

- It is to find a method in which it can be either defined or explained.

Mr. Smith

- But I come back to New Brunswick and I can't see that every office in New Brunswick, even the Post Office, is a principal office when they deal with the public. And I think there are areas where it would be perfectly legitimate to deal only in one language.

Miss Duckworth- Directly on that, there are two different questions opposed to calling them all offices and one is because if the Act wanted to call them all offices they would have done it and there is the hierarchical way in which you may cut it, but in the New Brunswick way there are two different problems. Let me say if, let's say, we have Inverness and Richmond in Cape Breton as a bilingual district, then the law says that in each of the principal offices there shall be... Now, letting aside for a moment the question of principal offices and thinking of each, let's say we decide that Post Offices serving the public are considered principal offices and there is nobody French anywhere around, is it incumbent upon the government to ensure that there are services there in both languages, even though in that particular part of that district, there is nobody French?

Mr. Smith

- First of all, is the responsibility of the departments under the Act and the Commissioner of Official Languages... I gave another example of this, and I have said that that poses an obligation for you to have somebody there who is French-speaking, but if you are to get one request a year in French, maybe you should rigg up a telephone line and hand him the telephone to deal with someone in the next office or in Halifax for that matter, because there is more than one way to skin a cat. At least this would be my view and that of the people in the department who are concerned with that very kind of problem. And if there is to be a reasonable application of the law and in a sense, that the Commissioner of Official Languages could come along and say that is not good enough, well it's only...

Mr. Morency

- A good example is Air Canada. You phone Air Canada from Ottawa or anywhere around and you always land in Montreal, automatically. Because the services are available there in both languages and it does not matter if you try to reach the office here, you just can't.

Mr. Fox

- Well I should say that Air Canada does not give any service in any language!

Dr. Mackey

- In other words, to follow your example we have St. Stephen's in New Brunswick. If there was a small population of Acadians living there, French-speaking, and said we are in a bilingual district during our holiday, then we should get our services in French at this Post Office. Somebody could tell them that they have to apply at Fredericton where the principal office is. Is that the way the situation would work?

Mr. Smith

- Let's put it this way, that could possibly be. Again, it's a relative question but let us take the practical situation. If in the past, there is no experience of such requests, what should the Post Office do. I think they would be wise to take their precaution for the future. You are concerned with what flows from 9 and so am I, with a difference: I assume that it will be applied reasonably and that it has to be approached reasonably and that you can't be overly reticent about providing services and at the same time you cannot be overly afraid of ringing up the phone and reaching somebody next door, if you need some help, as there are other ways of dealing with the problem. I agree that if you create New Brunswick a bilingual district, and define your principal offices, it is conceivable that in certain areas services should be provided and some people will say well, this is not the principal office, but if I am giving advice to the department it will be that if there is any question, they should provide.

Dr. Hickman

- Do you think that it will be appropriate if instead of a definition we were to state some assumptions in our report or do you really think that it is not our responsibility.

Mr. Smith

- No, I really didn't say it was not your concern or that you could be forbidden to give a definition, but really, that it may not be possible or that you might well look at a district and say, there may be a problem here with the concept of principal offices because departments have to provide services from principal offices, and it is not entirely clear if recommending New Brunswick as a district, that services will therefore be provided in all of the circumstances

that may be required. Because of the context of the principal office. If you interpret principal office as meaning every office, as Col. Morency did, as an office where people will normally go and receive their services then it would be a practical problem and maybe you will want to say well, on this basis things will work out, but all I'm saying is that you arrive at that at the end of your consideration.

Mr. Fox

- I have a problem that I would like to put to you. We have discovered in our travels that it is not a simple matter of service across the counter, and that frequently the complaints about inadequate services have arisen in trying to contact the Federal Government at a higher level than the counter, and I think we are misleading ourselves a bit if we are talking only about Post Offices. Particularly we have discovered that the difficulties ~~were~~ are at, say Manpower, when they want to discuss with the Manpower representative a job where the worker is not very literate and he has difficulties even maybe in his own language in explaining what sort of qualifications he has, and when you compound that difficulty by facing him with someone who speaks the other language, then there is a real problem of communication and we have found this true of the English people communicating with French officials and vice versa, so that there is a real problem here beyond the counter. Moving up to say the discussion of taxation problems where you may need to talk to a fairly high ranking person, way back from the counter. Now, if our report is to be realistic, we must have this in our mind when we are writing about the districts. My second question is: If your interpretation holds, and we are not to make a general statement of some kind about our interpretation of principal offices but to make it relative to each area that we —

- Mr. Smith - I was suggesting as a matter of law, that it is relative. And I don't think that you could give a definition in the abstract. I wouldn't say that you couldn't, I'm merely giving you my view on that and if it is relative, it is relative to each district that you may propose. That doesn't follow that with respect to each district that you propose you have to start labeling principal offices and that is not indeed your responsibility. Principal offices come under 9 and those are under the departments and the government. All I was suggesting is that there may be specific areas where that concept you may feel create special problems. And one that comes to mind is particularly that of New Brunswick, and maybe you should be considering that. There may be others, but you may want to say well looking at this particular district, by reason of the boundaries, there may be some problems in terms of saying what principal office is. It may be that in one or two dozen cases, I don't know, but to say that you would have to do it in every case, no.
- Mr. Morency - I think it might be possible, even in a single definition, to make it relative. In other words, to redefine this to show the relation between the office and the population, and it could be done, as a concept or as a way of seeing the things the way they are, and I think that without saying that all offices, we might tie that aspect to the need of the population, as you have explained before. I think it is still possible to make a definition or explanation that would be application to a number of districts or to all the districts but showing the relation with the population and the need of the service.
- Mr. Smith - That leaves me with some difficult, and I suppose I would have to look at it, but I see it as rather difficult. I can only

say that I think you might run into some difficulties if you were to try and say in the abstract for the purposes of the report as a whole, here is what are principal offices. Maybe not, but I would have to look at your definition.

- Mr. Morrison - I have just been looking at the Finnish situation and there their services are relative to the need of the population. There is a tremendous range of possibilities and it would be difficult to compare some small area in Manitoba to compare with the city of Montreal or even that of New Brunswick. There is a tremendous range to try and encompass within one definition.
- Mr. Smith - I must say this again that it was never intended in the Act that there be an obligation to provide in every circumstance complete and equal services, even though that might be the ultimate goal. And it does not read that way and this is why they talk about principal offices and why they talk about available services.
- Mme Raymond - Je pense vous savez que pour vous donner un exemple concret qui nous a été apporté à Montréal, les soumissions qui sont présentées en français par, disons des comptables ou des architectes ou des ingénieurs, et qui sont présentées à Ottawa. Mais, s'ils sont présentées en français, ça prend trois semaines de plus avant d'avoir quelqu'un qui va les traduire et d'avoir une réponse. Donc on est obligé d'envoyer les soumissions en anglais, alors la notion de principal office est un problème.
- Dr. Mackey - Mr. Smith, as you say, the principal office is relative to each district and the value of the district depends on the services available within the district, then, we must conclude that we cannot make any significant recommendation without going into the interpretation of section 9. Could that be considered correct?
- Mr. Smith - You put it a bit strongly, but it seems to me that when you make your recommendation

you have to have in mind what it is ultimately, that you want to achieve. However, I am just a little bit leary of saying in the abstract that you can set out in page 1 of your report, here is a definition of the principal office which we will use in our report which will be applicable across the country.

Mr. Morrison - You have said earlier that it was not the intention of parliament to provide equal services everywhere and there seems to be a tendency to assume that it is in the Act and this is what it seems to be going beyond the mandate. And then you get into the question of credibility. I just don't conceive that it is possible to provide for everybody in Quebec equal services or to individuals or groups elsewhere in the country.

Mr. Smith - While this is what we have said, it is not so much the equal services people are supposed to be able to obtain but available services. Certainly the idea of significant demand and other features all indicate, it seems to me and I don't pretend to say that I know what parliament intended, but the government policy would be to provide services to the limit of the possible and that's why there are so many caveats written into it because there had to be and there was no other way it could be done.

Chairman - There are two other items that we would like to discuss and we have two minutes to do it!

Père Regimbal - Moi je voudrais tout simplement énoncer un problème que j'ai beaucoup de difficulté à clarifier dans mon esprit, to make sens comme vous dites, c'est la distinction que vous faites entre l'intention de la Loi et le but ultime de la Loi. Vous semblez faire une distinction.

M. Smith - Je crois que non. J'ai parlé de l'intention de la Loi mais de fait je n'aimerais pas parler de l'intention de la Loi puisque c'est

le parlement qui a légiféré. Ce que je voulais dire c'est qu'on a la Loi et c'est là. J'ai parlé de l'intention peut-être du gouvernement, en proposant la loi, et en parlant d'un but ultime. C'est tout simplement une réflexion personnelle. On les a tous, ainsi que le Commissaire aux langues officielles, qui a lui-même ses propres concepts et il l'a dit dans son rapport, mais ça ne veut pas dire qu'une cour appelée à interpréter la Loi va en venir aux mêmes conclusions. Ca ne veut pas dire non plus pour la même raison...

Père Regimbal - Même de la part du gouvernement qui a promulgué la Loi? Il y a une distinction entre son intention et son but ultime?

M. Smith - Ca se peut qu'il y ait une distinction entre ce que le gouvernement a voulu faire dans le sens de ses responsabilités et obligations actuelles, avec ce que le gouvernement a voulu faire à long terme, le but qu'il voulait atteindre en obligeant les ministères. Mais une égalité complète, quant aux langues au Canada, dans le sens qu'on prévoit que n'importe qui francophone ou anglophone, peut entrer n'importe où et se voir servir dans la langue de son choix, est peut-être un peu ultime. Mais ça ne veut pas dire que c'est l'obligation de la loi actuelle.

Chairman - It is my duty to inform you that this is 12:35 and we still have "significant demand" to discuss and then there is the final question about the discrepancy in the Act between two phrases "mother tongue" and "language spoken".

M. Savoie - La dernière question est importante parce que cela porte directement sur les décisions que nous allons prendre. Je crois qu'il faut que ce soit très clair dans notre esprit, si on prend la définition de langue maternelle, telle que définie dans la Loi, ou bien "language most often spoken". Ca c'est très différent et ça touche à toutes nos statistiques.

Mr. Smith

- I wonder if I could make an observation, I don't want to dismiss this last question off hand, but we have discussed 9(2) earlier and I quite agree that it is rather vague and that it may leave the whole matter open and I said that I saw some advantages to having it made more precise and, quite frankly, it is what you want to make out of it, what departments want to make it and what the Commissioner of Official languages wants to make it. I don't see how, or I would have difficulty any way, and I hope Judge Monnin will agree with me, I would have difficulty in giving you any useful interpretation of what is feasible, which is relative any way. And departments will have to look at that and they'll have to be careful as to the sanctions of the Commissioner of Official languages such as for also significant demand, which again is relative, because significant demand in a community of 50 people may be 5.

Chairman

- Therefore, you suggest that we don't need to worry about it.

Mr. Smith

- I wouldn't worry about it too much.

Mr. Mackey

- You say there are other avenues to deal with it, such as, the fact that in a certain situation, we would consider that there is significant demand.

Mr. Morency

- I would like to say Mr. Smith that as a member of the public service and having to deal with this sort of question in various departments, this question has always been stumbling block. And unless somebody defines it somehow or at least suggest what the definition should be, unless some guidance is given to a recommendation of this sort, they will still be debating this for the rest of their life, because since the Act was passed in '69, this is the question that has baffled the advisors on bilingualism and they have kept asking twelve times a year for the last four years. They want a definition.

Mr. Smith

- Well, I don't know, I don't want to be flippant, but it seems to me that this is what they're paid to do. Really, you have to make decisions sometimes. You know, I am paid to give legal advice and I know that many a time I am wrong but still, I have to give it. You know, somebody wants to submit me a problem and ask that say in a community of 50 people where there are 5 French-speaking people who live out in the wood somewhere and seldom come to get their mail, would that be significant demand and I would say certainly no. But if they came once a day and all 5 of them and ask for their mail, I might probably say yes. But it seems to me that, this is up to the post office to ascertain those facts and for somebody there to say "well what are we doing here, what is the problem" and if they are smart they will try to avoid the criticism by making sure that the services are provided for, that the person next door who may be French-speaking is available to answer some questions. You know, there is no way that I or somebody else could sit down and say exactly what significant demand is.

Mr. Morrison

- This is like Jean-Marc Hamel who made his own decision and he has gone ahead and has had no problem. Now I suppose if people in a particular region wanted to sound out the Commissioner of Official languages maybe, but this was the way he wanted to do it and he did it and he covered the whole country.

Mr. Smith

- Yes, in fact he consulted me and he consulted also the Commissioner of Official languages. He covered his tracks and he had no problem.

Mr. Mackey

- Let me give you an example here. The reason why we had to look at significant demand is that we cannot ignore it. Suppose we say we don't recommend a bilingual district here, but we like to point out that a lot of people, such a great population that we cannot imagine it does not constitute a significant demand. Therefore, if it is so interpretive by the departments, then we don't need a bilingual district and we recommend that the departments take the necessary measures. It determines our decision.

- Mr. Smith - Yes, I appreciate that, but perhaps it is not that easy, because supposing you have a potential bilingual district and you don't want to make it a bilingual district, and there are several departments in that district, including the unemployment insurance which does a lot of business all the time. It may well be that it is essential that there be a bilingual capability, but it may well be also that the other offices of other departments, which are relatively minor and where it does not matter so much, perhaps, and you may want to ensure that people dealing with unemployment insurance get their services. It might be that the minority population is largely unemployed, creating a special set of circumstances. And in this case it would seem to constitute a significant demand, but whether there would be a significant demand in one of the post offices in that particular area, is something else again. Again, you would have to look at the type of services provided by the departments.
- Mr. Hickman - I think this question is going to be too vast for us to torture ourselves with.
- Mr. Smith - Yes, well, maybe this could be the case. All I am saying is that it is difficult, to come to grips with the question and saying in the abstract this or that.
- Chairman - I think we must pass on to the next point which is the question at paragraph 5, as per the letter of Mr. Morrison to Mr. Smith.
- Mr. Morrison - This is the result of a conversation I had with a legal officer in a department and although I could not see exactly what the problem was, I felt I should raise the question anyway.
- M. Savoie - Je crois personnellement que le problème en ce qui nous concerne nous paraît assez simple parce que ici la Loi a défini ce que voulait dire "langue maternelle". Donc, 36(2) est très très clair et il n'y a pas de doute qu'il soit parfois utile de regarder la langue qui est le plus souvent utilisée. Mais en prenant nos décisions, le Parlement nous a dit clairement ce que nous devions suivre.

Alors, pour moi le problème est relativement mineur.

M. Smith

- Moi, personnellement, je n'ai pas très bien saisi le problème parce que la définition et les chiffres donnés par Statistique Canada décident la chose. Ce n'est pas de fait entre vos mains à déterminer qui est une personne qui est un résident et qui a comme langue maternelle, soit l'anglais ou le français. Vous avez vos statistiques et devez les utiliser.

Mr. Mackey

- The problem is really in the wording of the Act. In functioning there is no contradiction. But you see, Statistics Canada has different statistics. Mother tongue is language understood whilst in the Act they say mother tongue spoken, if you see what I mean. Now, that could be languages spoken but later on in the Act it says "the statistics that we will have to use will have to be the mother tongue statistics", as defined by Statistics Canada and do not talk about the language spoken and the language understood. I mean it is simply the Act which is sufficiently clear taken as a whole to convince us that it is really the mother tongue figures that we have to use. Mother tongue, as defined by Statistics Canada.

Mr. Smith

- Well your definition in 36(2) is "mother tongue spoken by persons in any area of Canada means" so you import all of that into 14(1).

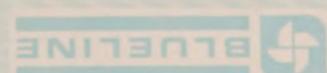
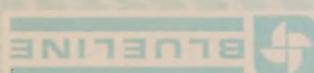
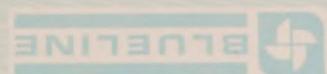
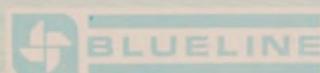
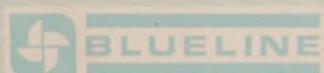
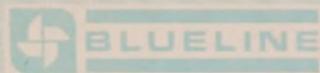
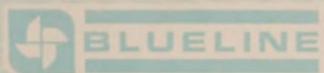
Chairman

- Are there any further questions that members wish to raise with Mr. Smith which are not listed in our paper?

Mr. Mackey

- I would like some more advice here, although it may not be a legal one, but this has to do with our use of extrapolation of statistical data. We are tempted from time to time to extrapolate, such as we say that is fine now, but let's wait till 10 years from now and we may have difficulty. What do you think it is advisable to do to take these things as the facts as they are now, or should we try and project in the future.

- Mr. Smith - Well, that is so far away from my expertise, that I don't think I would be really prepared to make a contribution or observation on that. You are there to make a report and I suppose you may take any factors that bear upon the report that you have to make as you think are valid. I suppose you can always consider things that are relevant to your mandate in your report. Perhaps, Mr. Chairman, I have said a lot of things today, and I hope you appreciate that this is legal advice and I don't want to give the impression that I am using my position here to give you all sorts of... let's not forget that personal observations are not my role.
- Chairman - I want to reassure you on that, we are very appreciative of your legal advice and we need all the advice that we can get. There is another observation that I would like to make. We have discovered in our travels a number of complaints for instance, in the services relating to radio and television and we are seriously considering including in our report pretty strong advice on this subject. We feel that this is called for and I wonder if you have any comment.
- Mr. Smith - Well, I think it seems to be a fair thing as long as you fulfil what is required of you under 15(1). If you have observations and recommendations other than those, it is a question of policy and certainly you have sufficient experience in this area although obviously you have to be careful as the type and number of recommendations that bear on your credibility. I certainly see no legal objection and I would think personally that if you think the Government would find them valuable, by all means.
- Chairman - Well, Mr. Smith, I would like to thank you very much for coming to meet us again and providing us with valuable advice.
- Mr. Smith - It is always a pleasure to come here and the problem is that maybe I have spoken too much and too bluntly. If there are other points, I will always be pleased to be as helpful as I can.





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